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ABSTRACT

The efforts of the National Council of Senior Citizens in operating the Senior Community Service programs under Operation Mainstream are described in some detail. The four chapters of this report are: I. Urgency of the Problem--The Economic Realities; Department of Labor: Shifting Positions; Legislative Initiatives; Few Results; and Administration Resistance; II. The Senior AIDES Program: Lessons That Should Be Heeded--Scope of Project; National Organization; Local Organization; Senior Aides Jobs; Experiences of Four Local Projects; and Conclusions; III. Need for a Focal Point; and IV. Recommendations for Government Action on Employment of the Older Worker--Action by Congress; and Action by the U. S. Department of Labor. Five appendixes present the following: 1. Statement on Policies and Organization of the National Council of Senior Citizens; 2. Major Legislation Concerning Employment of the Elderly Since 1960; 3. History of the Senior Community Service Program; 4. The Role of the Public Employment Service (Manpower Services); and 5. Suggestions for Improving Reporting of Present Community Senior Service Employment Programs. (CK)

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THE NATION'S STAKE IN THE EMPLOYMENT OF MIDDLE-AGED AND OLDER PERSONS

A WORKING PAPER

PREPARED FOR THE

SPECIAL COMMITTEE ON AGING
UNITED STATES SENATE

JULY 1971

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This Working Paper prepared by the staff of the Senior AIDES program of the National Council of Senior Citizens, Inc., Washington, D.C.

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PREFACE

Ecologists and others are gradually persuading many Americans that they live in a nation of wasteful conflict with nature. This concern—which echoes warnings raised by great conservationists at the turn of the century and before—is encouraging and overdue.

But, even as we turn our attention more and more to our environment, we should pay at least equal heed to the potential and actual waste of human resources which occurs when technological and economic forces cause widespread dislocations in the labor force of the United States.

In the study which follows, the National Council of Senior Citizens deals with a two-stage phenomenon which has severe effects upon employment opportunities for older Americans.

The first stage may occur long before retirement age, when the worker is in his 50's, 40's, or even late 30's. His problem may begin with one or more prolonged layoffs. It may be intensified by the shutdown of a plant or the fading-away of an entire industry. Unable to relocate in a comparable job at an adequate rate of pay, the worker may find himself going steadily down the career ladder. Eventually he may become underemployed or, reluctantly, a welfare recipient.

Older workers who face the problem described above are growing in alarming numbers. More than 1 million Americans aged 45 and older are now unemployed, 400,000 more than in January 1969. Furthermore, their periods of unemployment last longer than in any other age group; and the prospect of widespread layoffs or shutdowns in key industries of the United States today makes it likely that their numbers will increase still further.

Stage two of the problem occurs after retirement begins, and it is directly related to stage one. Obviously, retirement income—in terms of Social Security and private pension loss—is directly related to reductions of income during the work years. But the retiree also faces another problem; with certain exceptions he cannot find part-time work which would make good use of his talents and experience while supplementing retirement income.

This shortage of part-time work is caused partially by the threat of Social Security benefit reductions if work income exceeds $1,680 a year, and by employer reluctance to adjust procedures to accommodate older persons working fewer than 40 hours a week. But more fundamentally, the shortage is caused by the common attitude—among both young *and* old—that the person aged 65 and over has no place in today's labor market.

To be sure, many persons who have earned retirement do not want to work in their later years. Many feel they have no reason or desire to work. Many *cannot* work because of disability or debility.

Yet, there is good reason to believe that, among the 20 million Americans of age 65 or over, large numbers of highly qualified and energetic individuals would welcome employment, *if that employment is satisfying, appropriate, and scaled-down in terms of hours per week.*

Much of that evidence has been gathered in programs related to the Department of Labor Mainstream Program, including the inspiring "Green Thumb" [1] effort in 17 States. The Foster Grandparent program [2] recently transferred from the Administration on Aging to the new ACTION volunteer agency, has proved that older persons, working only 20 hours a week, can cause dramatic improvements in care for both young and old residents in institutions. The National Council on the Aging and the American Association of Retired Persons/National Retired Teachers Association have directed highly significant programs which enlist persons 55 years and over in service programs within their own communities.

The National Council of Senior Citizens operates the largest of the Senior Community Service programs under Operation Mainstream, with projects in 20 cities. The NCSC effort is described in some detail in this report, partially to give helpful information to potential directors of similar projects, either public or private, elsewhere in the United States.

This report, however, has another far more significant purpose. As the NCSC authors see it, this report could provide "a blueprint for the effective administration of a comprehensive, nationwide Senior Community Service program when the U.S. Congress and the Administration will have faced up to, and undertaken to meet, their full obligation to the elderly poor."

Such a blueprint is especially timely. Legislation to deal with problems of older workers and to establish a national community service corps [3] is now nearing the hearing stage in the Senate. Similar legislation has been introduced in the House of Representatives. The NCSC report can provide helpful insights into issues that should be explored thoroughly at all hearings on all such bills.

In addition to its blueprint function, the NCSC report also serves as an informative summary of the sometimes contradictory position of the U.S. Department of Labor on matters related to employment among older Americans. One measure of the present situation is the fact that the Department of Labor is now without a Special Assistant on Problems and Services for the Elderly. Another measure is that the Department persistently opposes what it describes as "categorical" programs meant to help the older worker, yet it assigns low priority to services for older persons in all of its programs, including manpower training.

In 1971—the year of the second White House Conference on Aging—such inadequacies warrant concern and attention. The NCSC, by providing this summary and its own recommendations has helped to assure that such attention will be paid. To the NCSC

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[1] Sponsored by the National Farmers Union, Green Thumb is a community service employment program for low-income individuals 55 and older who have a rural or farming background. A work force of approximately 3,000 men aged 55 to 94 have helped to beautify America in numerous ways, including planting over 4 million trees, building roadside parks, and restoring historical sites.

[2] The Foster Grandparent program provides employment opportunities for low-income persons 60 and over to furnish supportive services to dependent, neglected or otherwise disadvantaged children.

[3] Senator Thomas F. Eagleton, Chairman of the Subcommittee on Aging of the Labor and Public Welfare Committee, has scheduled two days of hearings on July 29 and 30 on the Middle-Aged and Older Workers Employment Act (S. 1307) and the Older American Community Service Employment Act (S. 555). Sponsors of S. 555 include Senators Kennedy (D, Mass.), Bible (D, Nev.), Burdick (D, N. Dak.), Church (D, Idaho), Cranston (D, Calif.), Eagleton (D, Mo.), Fong (R, Hawaii), Harris (D, Okla.), Hart (D, Mich.), Miller (R, Iowa), Mondale (D, Minn.), Moss (D, Utah), Muskie (D, Me.), Randolph (D, W. Va.), Stevenson (D, Ill.), and Williams (D, N.J.). Sponsors of S. 1307 include Senators Randolph (D, W. Va.), Bible (D, Nev.), Church (D, Idaho), Eagleton (D, Mo.), Fong (R, Hawaii), Hartke (D, Ind.), Hughes (D, Iowa, Kennedy (D, Mass.), Mondale (D, Minn.), Moss (D, Utah), Nelson (D, Wis.), and Williams (D, N.J.).

President, Nelson Cruikshank, we extend our thanks for making this Working Paper possible and specifically to the staff of the Senior AIDES program who prepared this report: William R. Hutton, project director; Rose A. Nathenson, deputy project director and director of planning and development; Will C. Connelly, program director; Sara Jane Hardin, Charles L. Pray, and Wilmer Wilson, Jr., field representatives; Peg Savage, field service assistant; and Dorothy McCamman, consultant. They have produced a document which will be useful before, during, and after the White House Conference on Aging.

FRANK CHURCH, *Chairman*
Special Committee on Aging

JENNINGS RANDOLPH, *Chairman,*
Subcommittee on Employment and Retirement Incomes

INTRODUCTION

Many elderly persons, who had been self-supporting and had contributed to the economic welfare of the country during their working years, find that they cannot support themselves during what has been inaccurately termed their "golden years." A youth-oriented society has shunted them to one side. Many older persons become dependent on their children, private charity or public welfare for their everyday living needs—not because they want to be dependent but because they have no choice. Forced into retirement with limited pension benefits, they can find few sources of additional income.

In addition, many are psychologically washed out. If they seek jobs, they are belittled or ignored by employment agencies and employers. Government manpower and training programs are usually not available to them. The older unemployed persons feel the strain they are placing on their children and grandchildren—younger persons who have financial obligations to their own offspring. For these people, part-time employment in which they can take pride is a constructive solution to their problems.

Early in its history, the National Council of Senior Citizens [1] determined that the lack of an adequate and sustained national policy toward the employment of the elderly was denying millions of older people the opportunity to support themselves and, at the same time, depriving the Nation of their skills and talents.

The National Council of Senior Citizens decided to start with the needs of those in the 55-year-and-over category. The first priority concerned those who either had no income at all or whose income from any and all sources (including Social Security and/or private annuities) was so small as to place them in the poverty index category.

In the area of employment needs the National Council's leadership recognized that the majority of the elderly were physically unable to do full-time work. Nevertheless the National Council stressed that among the some 40 million Americans, 55 years old and over, are perhaps several millions capable of full-time or part-time employment if opportunities are developed for them.

EMPLOYMENT FOR PAY

Among the impoverished elderly who are physically able to work, there are some who desire to remain in or return to the competitive labor market. This will permit them to add to their current income, continue to build up an increasing equity in Social Security benefits, and assure eligibility for Medicare benefits. Others, however, prefer to work on a part-time basis in a noncompetitive employment situation. All of these desire and need *employment for pay*, not employment as volunteers.

[1] The National Council of Senior Citizens has sought to serve not merely as a vested interest group. Members have formed coalitions with groups of younger persons to press for reforms in many areas. For a more detailed statement on organization and goals of the National Council, see Appendix 1.

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EXPANDING COMMUNITY SERVICES

For many years, it has been generally acknowledged that necessary and legally-provided community services frequently are not available because local governments and local agencies lack adequate funds and staff to provide these services. The National Council believed that if funds were provided, most communities would use elderly persons, who needed additional income, to provide needed community services.

Some employment possibilities envisioned were teacher aides, social welfare aides, hospital aides, nursing home aides, public health aides, statistical aides, recreation aides, custodial aides, library aides, friendly visitor aides, home repair team aides, Meals on Wheels aides, day care center aides and senior center aides.

The National Council argued that if the incentive of federally-financed services was provided, forward-looking public and private nonprofit agencies in most communities could develop many other types of socially useful employment for the elderly.

Previous studies pointed to several basic needs:

1. The elderly urgently need additional moneys to provide some income or to supplement the limited funds they receive from all sources.

Some in this group lack marketable skills; others are victims of poor health, with diminishing strength and/or meager formal schooling which makes it virtually impossible for them to participate in today's competitive labor market. However, within a protected situation, such as employment in necessary community services, they would perform very effectively in emotionally satisfying, socially useful (not "made work") part-time jobs. This kind of employment would relieve their financial dependency and increase their purchasing power.

2. Large numbers of elderly need information about services available in their respective communities to which they are legally entitled.

To meet these ends, the National Council of Senior Citizens proposed creating community service jobs to provide knowledge about existing Federal, State and local programs and services available to the elderly. Once informed, many elderly recipients would be able, themselves, to seek out the services they needed.

3. Some elderly need personal assistance which can be provided by other elderly through "out-reach" activities.

Most older people need only minimal training to be able to ferret out those needing these personal services (medical, food, recreational, etc.), and encourage the use of the services available. They also can serve as social advocates for the aged, helping them to confront more effectively problems facing them. The full-time professionally trained personnel on the staffs of the community agencies utilizing the services of these elderly persons would direct and supervise those providing the assistance.

4. The need for paraprofessional workers in a vast variety of community services **(social welfare, health, educational, recreational cultural, nutritional, among others)** ***had long been evident.***

Current limitation of staff and resources has prevented public and private nonprofit agencies from providing the full range of services they were established to provide, and likewise prevented fully trained professional staff from carrying out their professional responsibilities effectively and efficiently.

The National Council's position is that participation in funding such a program is a Federal responsibility. The costs of local administration should be borne by local community agencies providing employment in part-time community service work, while Federal funds are provided to pay the wages and fringe benefits of the elderly employed on the community service jobs.

The National Council believes that the type of jobs to be established and filled should not require long periods of formal training; rather, the training should be provided on the job, supplemented by exceptionally good supervision and counseling. Most of the elderly bring education, skills, and work-habits acquired during years of work that enable them to adjust easily with little training to new job situations.

BRIDGING THE GAP

If communities and community agencies undertook employment of older persons which would mesh the needs of the impoverished elderly with the needs of community services, both the elderly and the community would profit. The National Council of Senior Citizens was convinced that bridging the gap between the service agencies and the elderly should be encouraged, and that this could best be facilitated by a program of paid, part-time employment of older people in community service work.

The Council's concept emphasized that the part-time community senior service work should in fact be an employment and not a welfare program. With that in mind, the Council urged that such a program should be administered by the U.S. Department of Labor rather than by the U.S. Department of Health, Education and Welfare.

This position was based on the following points:

- The program is properly part of the manpower function, since it provides employment for pay.
- The U.S. Department of Labor should have the positive aspect of creating jobs as well as enforcing antidiscrimination.
- The Senior Community Service Program could be administered most effectively, economically and expertly by the Department of Labor in light of its present programs and facilities.

Consequently, the National Council of Senior Citizens took the opportunity to present to the U.S. Department of Labor, a demonstration project to provide meaningful employment in a vast variety of community service jobs, to serve the following intent and purposes:

- To open up socially useful, part-time jobs in community services—jobs that, for lack of funds, are not now and normally not available;
- To fill these jobs with persons aged-55-or-over, unemployed or retired with low incomes, who have difficulty securing employment in the competitive labor force;

- To improve the economic, social and psychological well-being of retired and older unemployed workers by reducing their financial dependency and increasing their purchasing power through paid employment in useful jobs;
- To demonstrate that the great majority of these people, both men and women, are employable in meaningful jobs on a part-time basis at minimum costs to the hiring agency and such employment will be a boon to these persons and the community.

The National Council of Senior Citizens suggested that the demonstration be contracted by the National Council with the U.S. Department of Labor, and subcontracted by the National Council to selected community public and private nonprofit agencies. The latter would be required to assume the full cost of local administration while the wages and fringe benefits payable to the seniors employed would come from the Federal money provided in the contract.

Through its board and its affiliated local clubs, the National Council notified local communities of the project. The response from viable agencies wanting to participate was overwhelming. Through this program, popularly called "Senior AIDES," the National Council of Senior Citizens took steps to implement its concern to meet the financial needs of impoverished elderly. In a later chapter of this report, the project and its results are described and assessed.

From this assessment, our report provides a blueprint for the effective administration of a comprehensive, nationwide Senior Community Service program when the U.S. Congress and the administration will have faced up to, and undertaken to meet, their full obligation to the elderly poor.

CHAPTER I

URGENCY OF THE PROBLEM

"A few years ago, many skeptical persons doubted that the elderly could be attracted to participate in part-time service programs. But a number of successful pilot programs—such as Green Thumb, Green Light, Senior Aides and the Senior Community Service program (See Developments in Aging, 1968 and 1969 for details)—have amply demonstrated:

1. that the programs have been enthusiastically accepted by the elderly participants and by individuals being served, and that
2. communities that have such programs eagerly accept the wealth of skill and talents with which older Americans are so richly endowed."

—U.S. Senate Special Committee on Aging [1].

Millions of older Americans now living in poverty or on the borderline of poverty are perfectly able to work and want both the psychological and financial rewards that come from employment.

Some of them have long since retired and need part-time earnings to supplement Social Security benefits or assistance payments. Some have been forced into retirement prematurely or have been widowed before the eligibility age for Social Security benefits or old-age assistance. Others are "older" workers, many still with young children, who need full-time jobs not only to support their families now but to build up their rights to future retirement benefits; as family heads, they lose dignity when employment and training opportunities are available to their teenage children but not to them.

Economic hardships alone would cause a pressing need for expansion of employment opportunities for the 50-plus age group of Americans. But other reasons exist, too.

First is that the Department of Labor has, over the past two decades, given considerable attention and study to unique needs and problems of older workers. **But the sad truth is that the department—after providing considerable evidence as to the problems and potential contribution of this age group—has made only limited progress toward goals which, at one time or another, have been articulated by spokesmen for that department. In fact, in some important respects the department has retrogressed.**

[1] Economics of Aging: Toward a Full Share in Abundance. A Report by the Special Committee on Aging, United States Senate, Report No. 91–1548, Dec. 31, 1970 (p. 24).

A second additional reason for concern is that within the Congress several promising proposals have been made within the last decade to provide new opportunities for older workers. But here again, despite widespread support and interest, progress has been minimal.

What follows is a summary of present realities, past history, and a recognition of the fact that 1971 could be the year in which legislative interest leads to enactment of much-needed law.

1. THE ECONOMIC REALITIES

Many older Americans live in a two-stage income crisis. The most pronounced stage, of course, **after** retirement begins. (Retirees live on about half of the income earned by those still in the labor force.) But, alarmingly often, the crisis begins for many persons in the years just **before** retirement and is intensified in later life.

The U.S. Senate Special Committee on Aging, in its study of the Economics of Aging—a study to which the National Council of Senior Citizens has made several major contributions—has reached significant conclusions about the economic realities facing millions of Americans today. Some of the major committee findings follow.

A. High Poverty Incidence

A most distressing fact—a disgrace in a Nation pledged to an all-out war on poverty—is that there was an increase in both the number and the proportion of aged poor between 1968 and 1969. In 1969, there were approximately 4.8 million people aged 65 and older who were living in poverty, almost 200,000 more than in 1968. They represented 19.7 percent of all persons 65 and older in 1969, an alarming rise from the 18.2 percent found for 1968. Alarming, too, was an increase in the number of poor aged 60 through 64.

Today older Americans are twice as likely to be poor as younger persons. One out of every four individuals 65 and older—in contrast to one in nine for younger persons—lives in poverty.

Significant also is the fact that there were major increases between 1968 and 1969 in the number of men among the aged poor. The Working Paper on "Economics of Aging: Toward a Full Share in Abundance" called attention to the fact that—despite a drop in the overall proportion of the aged who were poor—the number of aged women living alone in poverty had increased in recent years, "reflecting the desire to live independently even at the price of poverty." Now that the data revealed an increase in poverty among men over 65, one cannot help but question whether these are men who—having been eased out of the labor force before age 65—found it necessary to claim permanently reduced Social Security benefits even though they had little in other retirement income, thus forming a new group of aged poor.

Economics of Aging, p. 8.

B. Unemployment on the Rise

Since January 1969, unemployment for persons 45 and older has jumped from 596,000 to 1.8 million, approximately a 71-percent increase.

Once unemployed, the mature worker is more likely to be off the job for comparatively long periods. There are now 224,000 individuals 45 and older who have been unemployed 15 weeks or longer. This represents nearly 33 percent of the total national figure.

And their very long-term joblessness—27 weeks or longer—is even more critical. Approximately 120,000 middle-aged and older workers have now been unemployed for more than 6 months, nearly 43 percent of the total amount.

The "drop-outs". Yet, these statistics—depressing as they are—only represent a portion of the overall grim picture. They do not, for example, reflect the labor force "drop-outs", those who have given up the active search for work.

Today, more than 8 million males, 45 and older, have withdrawn from the work force. Another 20 million women in this age category are also not in the labor force. Assuming that just 30 percent of these men (a conservative estimate) and 10 percent of these mature women wanted and needed jobs, this would mean that the "real" unemployment for persons 45-and-older would be approaching 5.4 million—about 500,000 more than the total "statistical" unemployment in the United States now. Moreover, this would represent an unemployment rate in excess of 15 percent for mature workers.

If current labor force participation trends continue, 1 out of every 6 men in the 55 to 59 age category will no longer be in the work force by the time he reaches his 65th birthday. Ten years ago this ratio was only 1 out of 8.

Economics of Aging, pp. 20–21.

C. Underrepresentation in Training Programs

Despite the high percent of long-term unemployment among middle-aged and older workers, they continue to be underrepresented in existing manpower programs.

Only a relatively small percent of the Nation's training and retraining efforts have focused upon persons 45-and-older. During 1970 they accounted for only 4 percent of all enrollees in manpower programs.

If the special emphasis youth programs—such as the Job Corps and Neighborhood Youth Corps—are excluded, their participation rate rises to 9.4 percent.

Developments in Aging, 1970, p. 92.

D. Involuntary Early Retirement on Reduced Social Security Benefits

Unemployment for older workers would be even higher if it were not for the escape through pre-65 Social Security eligibility. In recent years approximately 50 percent of all men claiming Social Security benefits took actuarially reduced amounts at an earlier age. Usually, these early retirees have lower lifetime earnings or more sporadic work patterns in the years preceding their entitlement to Social Security than do those who retire at age 65; they are less likely to be entitled to private pensions.

Increasingly, high level officials in government and private industry seem to regard earlier and earlier retirement as inevitable or perhaps even desirable. In many cases—particularly for persons in their late fifties or early sixties—early retirement is chosen as an alternative to long-term joblessness or sporadic underemployment. As a consequence, substantial numbers of these involuntarily retirees are accepting the inevitable, a life of poverty. *Economics of Aging, p. 21*

About 50 percent of currently payable awards to men are to those aged 62 at entitlement. About one in five of them has not worked for at least 12 months before his entitlement—a far higher proportion than among those who became entitled at ages 63, 64 and 65. Among the group as a whole, about six in 10 men filed either in their month of entitlement or within 3 months in advance of that month. **A certain urgency is thus implied for some of them—almost as if they were in a queue waiting for the minimum age for retired worker benefits to arrive.** *Economics of Aging, p. 9*

E. Income Findings From the 1968 Social Security Administration Survey

The Senate committee report on Economics of Aging highlighted the following findings of the Social Security Administration survey of the population aged 65-and-older:

Of all aged units, 44 percent had income below the poverty level in 1967 ($2,020 for couples and $1,600 for nonmarried persons). Another 11 percent would have been classified as "near poor."

Only about one-third of the aged units had incomes large enough to provide at least a moderate level of living as defined by the BLS budget for a retired couple ($3,940).

Even of the couples receiving Social Security benefits, more than one-fifth (22 percent) had total incomes of less than $2,020 and would therefore have been classified as poor on the basis of the 1967 income threshold developed by the Social Security Administration. Nearly three out of every five nonmarried beneficiaries had income below the proverty threshold of $1,600.

The Social Security benefit remains the major source of income for most retirees. One-fourth of the aged couples on the rolls at the end of 1967 and two-fifths of the nonmarried

> beneficiaries depended on Social Security for almost their entire support—for all but $300 per person for the year. And, significantly, there had been little improvement in this respect since the incomes of aged beneficiaries were surveyed a decade earlier. *Economics of Aging, p. 9*

Equally significant for purposes of the present report are these findings from the same survey on the role of earnings as a source of income of the aged:

> Just over one in four of all aged units had some earnings during 1967, mostly from part-time and low-paying jobs. Only about one in 25 was still working and not receiving any retirement benefit.
>
> The median incomes of the nonbeneficiaries who worked in 1967 were nearly three times as large as the median incomes of beneficiaries who did not work (for the married couples, $7,553 in comparison to $2,628; for the nonmarried persons, $3,464 in comparison to $1,300).

2. DEPARTMENT OF LABOR: SHIFTING POSITIONS

In studies conducted at different times over a period of many years the U.S. Department of Labor has attempted to find the facts about the extent and the cause of unemployment of older persons, and to experiment with remedies for that situation.

These studies, carried out by departmental staff, particularly in the Bureau of Employment Security, working with and through the affiliated State Employment Services, found as far back as 1949, that employers arbitrarily defined an "older worker" as one who had reached between 40 and 45 years of age.

Once a person reached that age, his opportunity for reemployment at a job equal in skill and pay to the one he had held was not favorable. Younger people, at lower rates of pay, were sought and hired—regardless of the fact that the older person was skilled and trained, physically fit, and mentally at his full capacity. His opportunities varied in relation to the availability of people in the labor market, and the kind of job and pay he was willing to accept.

The studies indicated that when the older person had exhausted his unemployment benefits, he would accept employment in lesser skill jobs and at less pay than he had received. However, this situation was somewhat alleviated as the unionization of industry strengthened and seniority protection was written into labor contracts.

The studies and the concern, in general, centered on the persons who had been in the labor force, who were between 45 and 65 years of age, and who sought and needed full-time employment in the competitive labor force. These persons at their prime, needed income to support and maintain growing families, and to build up equity in their pension programs.

Very little, if any, serious attention was paid to the income needs of those who were already at the so-called "retirement age," or close to it. These were the persons who had worked regularly, who had tried—frequently unsuccessfully—to "save" for their "old age." These were also widows who had never worked for wages, or who had

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held paying jobs for a short period of time, before marrying. Presumably, the fact that they were, or would soon be, eligible for Social Security benefits or other pension plans, negated concern that they would have meager incomes which would need to be supplemented if they were to do more than merely exist.

The National Council of Senior Citizens found little evidence of in-depth studies by the U.S. Department of Labor to determine need for paid employment by this group of elderly persons.

A paper, prepared for the 1961 White House Conference on Aging by the Labor Department's Bureau of Employment Security, sums up the fact-finding during the decade from 1950 to 1960. The U.S. Department of Labor undertook extensive research and studies during this period that gave evidence of its growing concern with the problem. The results achieved, while directed primarily to serving the "older worker", also served the needs of all the elderly, and hence warrant discussion here.

A. Findings: Early Studies

The paper notes that the public employment services, coordinated through the bureau, engaged in a number of fact-finding studies, that indicate an "initial study was done in 1950 in local offices of five cities (New York, N.Y.; Columbus, Ohio; Lancaster, Pa.; Houston, Tex.; and Los Angeles, Calif.). In 1956, a more comprehensive study, which included an analysis of employer practices as well as the experiences of job applicants at public employment offices, was undertaken in seven areas (Worcester, Mass.; Philadelphia, Pa.; Miami, Fla.; Detroit, Mich.; St. Paul-Minneapolis, Minn.; Los Angeles, Calif.; and Seattle, Wash.). Its design was developed cooperatively with the University of Minnesota, which had previously done studies of the utilization of older employees."

AGE DISCRIMINATION EVIDENT

It is important to note that this "Seven City" study substantiated earlier findings and uncovered new facts.

Among other things, it indicated that age discrimination was evident—that over 40 percent of the job openings restricted employment to workers under 45; that most of the discrimination was in white-collar occupations and by firms employing more than 500 workers; and that the unemployment of the 45-and-older workers was of longer duration than that of the worker under 45.

The study showed the effect of giving older applicants routine service as contrasted with specialized job placement and employment counseling. The paper states that: "Success in job finding using the latter method was four times as great. Techniques such as group guidance sessions for older job seekers and use of appitude tests were tried out and evaluated."

While these studies were going on, the department began a search for facts which would counteract some of the reasons given for not hiring the older people in our population—lessening of physical capacity, lessened productivity, increased pension and fringe benefits.

ADVANTAGES OF OLDER WORKERS

The paper reports that: "A committee of insurance and pension experts, convened for this purpose, concluded in a report published by the department that the cost differential, attributable to pensions and other benefits, in the long run was insignificant and was often more than offset by the capabilities, experience and stability of older workers."

Studies of the relative performance of younger and older workers in production jobs in industry and in clerical fields, conducted in 1956, 1957 and 1959, indicated that group output of older workers up to age 65 was substantially comparable, that significant proportions of older workers exceeded the average output of younger age groups, and that older workers often had greater consistency in day-to-day production.

OLDER WORKERS WANT OPTIONS

The essential finding that productivity varies widely among workers of all ages, and that older workers as a group show little or no variation from this generalization, confirmed earlier surveys of employer opinion by the National Association of Manufacturers and others. They largely were supported by intensive case studies done by the Nuffield Unit in England during the decade. Their observations, while indicating declines in certain abilities, such as coordination and the dexterities, indicated that overall job performance is largely sustained by maintenance of intellectual powers and by compensating adjustments in the method of carrying on job tasks.

Many of the findings of the Department of Labor's studies were confirmed in studies of hiring practices of employers in the San Francisco area conducted by the University of California during 1954–56 and again in 1959. Among their findings were that in larger, long established firms with stable employment, age restrictions were greater and, that there appeared to be a close relationship between hiring practices, employee utilization, and retirement practices.

ELDERLY COUNSELING IMPROVED

As a result of the studies, an expanded and improved program of specialized counseling and placement services for older workers in the nationwide public employment service system was undertaken in 1956.

The department reported that: "While programs were started earlier in a few States (e.g., New York in 1950), the growth was sporadic. In 1956 special Federal funds were allocated for the appointment of State older-worker specialists and local office specialists in the major cities of each State employment service. Two States—New York and California—augmented the earmarked Federal funds to provide additional older worker specialists."

Based on the earlier study findings, operating manuals were prepared and a large scale training program was conducted for agency personnel. Services included individual counseling to aid in vocational choice and adjustment, group counseling to identify personal factors, attitudes and shortcomings inhibiting employment, solicitation of openings for qualified job seekers, and active help in finding a suitable job.

The results were impressive. During fiscal years 1958 to 1960, the report shows that annual placements of persons 45-and-over through these agencies rose from 1 million to 1.2 million. From 115,000 to 120,000 job applicants were counseled in each of these States.

Subsequent studies, to the extent they have been made, have not negated the findings and conclusions that were revealed by the studies in the 1950's.

B. Studies Ignored

Although even limited implementation of the findings of these studies brought impressive results in assisting the job-finding efforts of older persons, the U.S. Department of Labor's actions lead to the conclusion that it does not intend to utilize the results of its own studies in continuing plans to deliver services effectively.

For example, the 1970 report, Economics of Aging, of the Senate Special Committee on Aging (Report No. 91–1548, 91st Congress, 2d Session, pps. 168–169) notes that in testimony on December 18–19, 1969, a former director of the U.S. Employment Service, when asked what level of government determines that an employment security office will have older worker specialists, responded as follows:

> Well, essentially the decision is a funding decision, at least that is the way the Federal-State employment security system works, since it is 100-percent federally funded.
>
> There was a time when, through the efforts of the House Appropriations Subcommittee for Labor and Health, Education and Welfare, we had an identifiable kind of earmarked budget for older worker specialists which we, in turn, interpreted to the States and mandated in terms of their responsibility for setting up and training this kind of personnel. That earmarking concept has been dropped for a variety of reasons, not the least of which is that we are in the process of trying to integrate and consolidate three or four different streams of funding in the entire program.
>
> It was felt that this categorical kind of funding for youth on the one hand, and older workers on the other, was inconsistent with the flexible use of the funds.
>
> Now we will have a sizable corps of older worker specialists in the States and we are trying in the redesign of services, that I described rather generally this morning, to put those people to work where we feel their expertise is most badly needed, and that is in the process of providing support to older jobseekers in the business of making the right kind of judgments and decisions about what kind of work they should be looking for and where and how they should look.

CATEGORICAL APPROACH DENIED

At this time the National Council of Senior Citizens can find no official information that the appointment of identifiable staff to specialize in the delivery of services to older workers, by public employment offices is being required or encouraged.

The position of the administration, as represented by the U.S. Department of Labor, is to move away from the categorical approach in the funding for the delivery of services to the older segment of our population.

A statement by the Special Assistant for Older Workers in the department's Manpower Administration before two of the subcommittes of the Senate Special Committee on Aging on July 25, 1968, in addition to citing statistics, noted that "once unemployed, older workers remain unemployed substantially longer than younger workers, and some may never find a job again. While the numbers of men unemployed for very long periods are comparatively small, more of them are middle-aged and older workers. To these individual men, the total personal impact can be traumatic; the consequences most serious."

It further notes that the "older worker would like to have options; to work or to retire, to work full time or part time; to work for pay or to be a volunteer. Workers at retirement age may have these options. However, many do not in view of low income and compulsory retirement. The worker below retirement age does not have that option today, unless he takes public assistance. He must find employment." And that applies to the person between 55 and retirement age, as well as the one in the older worker age bracket, 45 to 65.

C. Low Visibility for Older People

The Special Assistant, in his 1968 statement, called attention to the unfinished business at hand, namely, the need to clear the obstacles which confront the older job seeker by eliminating arbitrary discriminatory practices and by modifying other policies and practices which work against him; to increase the availability of jobs by finding and stimulating new job opportunities, including employment in needed community services to supplement income and facilitate the transition to full retirement or the return to full-time work; to improve and extend programs to facilitate the matching of skills and jobs, and to cushion the impact of unemployment; to pave the way for older workers, employers, labor unions and educational institutions to prepare for and adjust to foreseeable changes in technology, in educational requirements, personnel practices, and to prepare for satisfying retirement.

He further noted findings which led to the conclusion that there is low visibility for older people. They are unemployed, but they are not clumped together; they don't organize, they don't speak up, and there is nobody to speak for them. They are not visible. Neighbors don't know about them; people generally do not know about them; a crisis exists in a man's life and no one seems to know or care.

The National Council of Senior Citizens finds no evidence of any sustained action—through studies or followup on studies by the U.S. Department of Labor since 1968, to move *aggressively* to recognize the needs of the older worker, particularly those over 55, for paid employment as well as age antidiscrimination in employment.

Testimony presented to the Senate Special Committee on Aging ("Economics of Aging: Toward a Full Share in Abundance" Dec. 31, 1970) describes quite definitely the failure of the U.S. Department of Labor—or, in fact, the Administration on Aging in HEW—to undertake seriously the necessary studies on the employment needs of the older worker and of those no longer considered as active workers.

Representatives of organized senior citizens groups as well as staff of the U.S. Department of Labor, specifically or by implication, have indicated over the years the need for such studies and for aggressive and continuous followup to implement the findings of earlier studies.

It is pertinent to note that the Age Discrimination in Employment Act, passed in 1967, mandated the U.S. Department of Labor to undertake studies in this area (Sec. 5 of the act). But, as of Dec. 31, 1970, this mandate had not been fulfilled. The Senate Special Committee on Aging, in its December 31, 1970, report, noted (p. 168) this failure and recommended that action be taken without further delay to fulfill this requirement.

It stated that:

> Testimony by representatives of the Labor Department casts doubt on whether sufficient staff effort was being exerted to implement the objectives of the Age Discrimination in Employment Act of 1967—the department has 1,000 investigators working on all aspects of the Fair Labor Standards Act, spending "not over 10 percent of their time on age discrimination," or "an equivalent of 100 men trying to implement this on a national scale" (pp. 178–79). Also, the study of institutional and other arrangements giving rise to involuntary retirement, required by the Age Discrimination Act of 1967, had not yet been undertaken.

On January 14, 1971, the Manpower Administration of the U.S. Department of Labor indicated that action was finally underway to make the required studies. A communication to a staff member of the Senate Special Committee on Aging, advised that a member of the Assistant Secretary's office was "coordinating the development of a research program to meet the requirements of Sec. 5 of the Age Discrimination and Employment Act of 1967. The research program is now in the planning stage." This 4 years *after* the legislation had been passed.

This is another indication that unless there is a visible unit, in the Manpower Administration, with sufficient stature to secure action, progress will not be made, regardless of congressional intent.

D. Operation Mainstream

In its annual report for 1970 to the U.S. Senate Special Committee on Aging, the Office of Economic Opportunity states that of its three manpower programs—the Concentrated Employment program, New Careers, and Operation Mainstream (the administration and operations of the programs have been delegated to the Department of Labor)—Operation Mainstream has had "by far, the most significant impact on the elderly."

According to the report the purpose of Operation Mainstream is "the provision of work-training and employment projects, augmented by necessary supportive services designed to provide permanent jobs at decent wages for adults with a history of chronic unemployment."

Operation Mainstream had several projects exclusively for the elderly, with a maximum enrollment opportunity of 4,628 in June 1970, and "an additional 900 enrollment slots for workers 45-and-over in the regular Mainstream program."

In brief, the OEO manpower program that has had "by far the most significant impact on the elderly of any of OEO's manpower programs" helped fewer than 6,000 elderly persons in 1970, the year of its largest funding.

Operation Mainstream, if it is to fulfill its purposes, must help the elderly, through large-scale specially designed programs. Then their effectiveness should be measured objectively. Then long-term programs based on these findings, should be put into operation.

Basically, at this time, the National Council of Senior Citizens reiterates again its belief that further studies are needed; but, that studies to determine needs alone will not suffice. An aggressive, categorical program is essential. Then, when that has been in operation, studies to determine and improve its effectiveness will be in order.

3. LEGISLATIVE INITIATIVES: FEW RESULTS

Congressional concern over problems of older workers—and the need for a community service program—has been expressed with increasing frequency within recent years. But, despite the often eloquent testimony given in support of legislation in this area, the most concrete results thus far have been: [2]

- A growing body of evidence on the desirability of community service by older workers, but little application of the lessons already learned.
- An Age Discrimination Act which fails to meet even the most limited of its objectives.
- Some recognition—in the Economic Opportunity Act amendments, in manpower development legislation, in public welfare provisions, and elsewhere—of the need for employment opportunities for the elderly, but relatively little actual commitment and allotment of resources.

4. ADMINISTRATION RESISTANCE

In recognition of the vital need for establishing a national program to continue and broaden the excellent work already amply proven on a demonstration basis, 15 Senators joined Senators Edward M. Kennedy and Harrison A. Williams, Jr., in March 1970 as sponsors of S. 3604, the Older American Community Service Employment Act. An identical bill (S. 555) was introduced early in the 92d Congress with the strong bipartisan support of 16 Senators.

[2] For a fuller discussion of major legislation concerning the employment of the elderly since 1960, see Appendix 2 of this report.

The proposed legislation would authorize new opportunities in needed community services for low-income persons aged 55-and-older, and would provide a basis for converting the existing successful pilot projects into a permanent, ongoing national program. A 2-year funding authorization of $95 million would provide new service opportunities for approximately 37,000 older persons—more than seven times as many as provided under the U.S. Department of Labor's "Operation Mainstream" in 1970.

Three days of hearings on S. 3604 were held in 1970 by the Special Subcommittee on Aging of the Senate Labor and Public Welfare Committee. At these hearings in Fall River, Mass. and Washington, D.C., witnesses were in virtually unanimous support of the bill.

The administration, however, raised arguments based partially on opposition to "categorical programs," as described earlier in this report. The administration position, however, was based on other arguments which are examined in some detail on the pages that follow because of the light that can be thrown, not only upon the fate of S. 3604, but upon positions taken earlier on other issues related to older workers.

A. Details on Administration Position

The administration, while perhaps not questioning the "values—both psychological and financial—derived by older people engaged in meaningful community service opportunities," has nevertheless questioned the need for the nationwide program proposed by S. 3604, the Older American Community Service Employment Act.

The administration's opposition to the enactment of S. 3604, set forth in detail in a letter of July 7, 1970, from the Secretary of Labor, is essentially this:

> This administration believes that through the current and proposed efforts described herein and through a commitment to increase the participation of older persons in American life (which we hope will be fostered by the forthcoming White House Conference on Aging) the purpose of S. 3604 will be realized and its enactment will not be necessary.

The National Council of Senior Citizens seriously questions the realism of counting on the efforts set forth by the administration in this letter of opposition to S. 3604.

The substance of the administration's claims to activities that make the Older American Community Service Act unnecessary therefore merits detailed consideration.

FOSTER GRANDPARENT PROGRAM AND RETIRED SENIOR VOLUNTEER PROGRAM (RSVP)

The Secretary of Labor's letter says:

> In the 1969 amendments to the Older Americans Act which were enacted last year, the Foster Grandparent program—providing a new role for retired persons—was given permanent status and the Retired Senior Volunteer program, a new program to reimburse older volunteers for their out-of-pocket expenses, was authorized.

The National Council of Senior Citizens recognizes without reservation the value of programs that enable older people to serve in volunteer efforts because their out-of-pocket expenses—bus fares, lunches, costs of refurbishing their clothes—are reimbursed. We have lent support to the implementation of RSVP at a time when the administration, after the proposed legislation was on the books, failed to press for the funding needed to translate the program from words to reality. But not all older people—in fact probably only a small minority—can afford to engage in nonpaid employment even though the expenses of the service are reimbursed.

There is also new cause for concern. Current administration plans call for a transfer of the Foster Grandparent program, which is an employment program, and RSVP—strictly a volunteer program—to a new voluntary Government agency known as ACTION [3] and this may curtail the opportunities for part-time employment of the elderly foster grandparents who cannot afford to volunteer their services.

The following is quoted from the Secretary's letter:

> In the Family Assistance Act (H.R. 16311) . . . the administration has proposed a bill that could bring the income of all older couples well over the poverty line and all single older persons up to 80 percent of that income level. Moreover, under Social Security legislation enacted last December and additional proposals currently pending before the Senate (H.R. 17550), the administration will have increased the incomes of beneficiaries by 20 percent. In addition to these improvements, the administration has endorsed the automatic cost-of-living adjustments and the liberalization of the retirement test now contained in the bill. All of these gains are elements in the administration's overall income strategy, which in our view will eliminate or markedly alleviate the symptoms of poverty among older persons.

The National Council of Senior Citizens is also a strong supporter of legislation to assure that all Americans, whether aged or not, have incomes above the poverty line.

That an improvement in welfare payments is not, however, an acceptable alternative to the potential of a Community Service program is clear from just two excerpts from testimony taken by congressional committees. From a report of a Senior AIDES project:

> Nearly 2 years participation has demonstrated:
>
> 1. That there are many older persons who want the self-respect which comes from supporting themselves and not living off others, either their families or their community. Sixteen of our 30 aides, 53.3 percent, could receive more from welfare than they do working on this program. There is now dignity and purpose in their lives.[4]

[3] The transfer of these two programs to ACTION took place on July 1, 1971.

[4] Position Statement of the Senior AIDES Project in New Bedford, Mass., p. 27 of Hearings on S. 3604 before the Special Subcommittee on the Aging of the Committee on Labor and Public Welfare.

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And from a national director of programs to provide job opportunities for older persons:

> I am talking about the jobs which can be provided, and I know of not a single person that I have met on public welfare who was not disabled who would not prefer to have a job. The poor continue to say in every community action agency, in every program we have ever created, that what they want is a job if they are physically and mentally able. They don't want anything else. We keep jamming this other stuff down their throats, welfare and all the rest, and what is really needed is an opportunity for a job, a chance to be useful, a chance to be productive. Goodness knows, we could put a lot of these people to work tomorrow on the problems of environment, problems of pollution, a whole host of jobs.
>
> *Economics of Aging, p. 171*

The National Council of Senior Citizens also enthusiastically supports an increase in Social Security benefits accompanied by improvements in the retirement test. But, the Council would again point out that these proposals of the administration merely keep up with rising price levels—and consequently just as many aged stay just as poor as they now are. This would not be the solution even if older persons sought employment only for financial reasons—and it's clear that this is not the case. The social and psychological values are at least equally important.

Furthermore, regardless of what is done to improve the level of income provided by old-age assistance and Social Security, there will still be countless older people who are too old to compete for full-time jobs but who are too young to qualify for old-age assistance or Social Security retirement benefits. For them—many are women widowed in their late fifties; many are workers eased out of the labor force prematurely—an opportunity for community service employment provides the only acceptable solution while waiting for eligibility for old-age payments. For the Nation too, this solution to this aspect of the problem is important because it alleviates pressures for an ever-earlier eligibility age under our public income-maintenance programs for the aged.

MANPOWER TRAINING ACT

In addition, the administration's opposition to S. 3604 rested heavily on the proposed Manpower Training Act. Again quoting from the letter of the Secretary of Labor:

> Because S. 3604 would establish yet another categorical grant program, increase the duplication of effort, and further complicate the existing range of national manpower programs, we oppose its enactment. We believe, however, that there are several constructive steps that the administration can take to expand the kinds of opportunities to which S. 3604 is directed:
>
> 1. Under the authority of the Manpower Training Act, we will develop a program model focused on the employment of older persons in community services for use by the States after the act is signed into law.

2. The Department of Health, Education and Welfare will use research and demonstration funds to establish one model Retired Senior Volunteer program project in each Federal region during fiscal year 1971.

3. We will attempt to effect the recommendation of the President's Task Force on Aging that Federal agencies cooperate in designing new paid and unpaid roles for older persons in the local delivery of services and in building such roles into local delivery by:

a. Studying methods of making greater use of older persons in Federal grant-in-aid programs, particularly in the human services field;

b. Using older persons in the administration of the Family Assistance Plan; and

c. Developing models of new roles for older persons in such Federal programs as the proposed Social Service Amendments to the Social Security Act.

4. A section in the proposed Manpower Training Act amends the Economic Opportunity Act to enable the Office of Economic Opportunity to expand and improve research, experimental, and developmental activities focused on the employment and employment-related problems of the economically disadvantaged, including persons over 55. This authority will be used to develop additional new roles for the low-income elderly.

B. Administration Dims Prospects

In appendix 2 of this report, the National Council of Senior Citizens discusses the possibilities of the Manpower Act—vetoed by the President in the closing days of the 91st Congress—with special reference to "older workers" who need employment in order to survive *now* in a money economy as well as to build up rights to future retirement benefits.

Here it is sufficient to point out that the administration's opposition to categorical programs seriously dims the employment prospects of older workers. There is presently no incumbent in a position of Special Assistant for Older Worker programs anywhere in the U.S. Department of Labor. On January 15, 1971, the U.S. Department of Labor provided the Senate Special Committee on Aging—in response to a request from a committee staff member—with a table concerning older persons in Manpower programs. Its transmittal noted that the totals "include the Neighborhood Youth Corps and Job Corps programs which are youth programs. If one excludes these youth programs from the total, the percentage of participants 45-and-over rises to 9.4 percent from the 4 percent shown on the table."

Ironically, too, the transmittal advises that, at this late date, a member of the Assistant Secretary's office is "coordinating the development of a research program to meet the requirements of Sec. 5 of the Age Discrimination and Employment Act of 1967. The research program is now in the planning stage."

Once again it seems that only when official pressure is applied does action follow.

OTHER "CATEGORICAL" OFFICES

Representatives of the National Council are told that the administration and the U.S. Department of Labor are opposed to "categorical" programs. This may be so, but the fact of the matter is that a review of the 1970 Congressional Directory shows the following categorical or "interest" groups represented by identifiable organization structure in the department:

Secretary's Office
Office of Equal Employment Opportunity
Employ the Handicapped
Manpower Administration
Farm Labor Service
Veterans Employment Service
Labor-Management Service
Office of Veterans Reemployment Rights
Wage and Labor Standards
Women's Bureau

To the best of National Council of Senior Citizen's information (since to date a current organizational chart of the Manpower Administration has not been secured) within the Manpower Administration is a major organizational division entitled "Program Delivery Support." There are units within which are specifically designated as "special worker group services" for the handicapped and older workers. This would imply a "categorical" approach. The inconsistencies in theory and practice are evident.

Thus, many persons and organizations concerned with establishment of programs and services for the elderly within the USDOL question whether there is any *real* commitment by the National Administration and its representatives to this "category" of our society.

This question is all the more disturbing in view of the July 7, 1970, letter to the chairman of the Senate Committee on Labor and Public Welfare, signed by Secretary Hodgson and representing the views of DOL, Health, Education and Welfare, and the Office of Economic Opportunity, related to S. 3604, the "Older American Community Service Employment Act."

The letter stated:

> . . . the administration proposed to *decategorize* and consolidate existing manpower programs, and provide flexible funding for a comprehensive manpower program in each State and area . . . We believe that the interests of older workers, as well as other people with specialized manpower needs, can best be served by giving the initiative in manpower program administration to the States and localities . . . rather than to continue the proliferation of tightly drawn categorical programs at the national level . . . We intend that the employment possibilities for older persons which Operation Mainstream has demonstrated will not be lost . . .

Meantime, President Nixon vetoed the 1970 Manpower and Training Bill, which had been passed by both Houses of Congress and which would have encouraged employment programs for the elderly.

In view of what has not happened, concerned persons have valid cause to question whether the intention expressed in Secretary Hodgson's letter will be implemented unless there is a specifically assigned and designated staff charged with responsibility to provide aggressive leadership within the department to ensure that efforts to bring the impoverished elderly into the mainstream of economic life materialize.

The current situation offers virtually no hope to our more elderly people who need employment opportunities for psychological satisfaction as much as—or more than—for financial remuneration. These older people do not want to compete with younger workers who may well be their own sons and daughters supporting their own grandchildren. But they want to do a job that needs doing. They—and the communities of our Nation—are shortchanged if this opportunity is not provided through an Older American Community Service Act.

MYSTERY OF TITLE 1–E FUNDS

There have been evidences that unless such responsibility is assigned and surrounded with appropriate prestige and authority, little if anything constructive will be done for the elderly poor. Attention is called to the fact that the sum of $10 million of Economic Opportunities Act Title 1–E Operation Mainstream funds was available for distribution in the closing weeks of fiscal year 1970. In June, the agencies engaged in the Community Senior Service Demonstration projects had met with the director of the OEO and the Under Secretary of Labor to present plans and a request for funds for the expansion of the ongoing projects.

The best that could be secured was the information that a decision would be made before the close of the fiscal year, as to how this $10 million would be used, and what action would be taken in response to the request of the concerned national organizations.

Some of the national agencies have learned by various "grapevines" that on June 19, 1970, via TWX (Teletypewriter Exchange Services), all Regional USDOL Manpower Administrators were authorized to sign contracts for EOA Title 1–E Operation Mainstream up to the amounts listed in the TWX, without additional National Office (e.g., Manpower Administration) approval. The TWX also advised that these funds were to be obligated by June 30, 1970.

So far as the National Council of Senior Citizens has been able to ascertain, no written instructions were given the Manpower Administrators concerning the use of these funds for programs predominantly for persons 55 years of age and over. Nor were the concerned national organizations advised officially, to this date, how the $10 million was to be used, or why their requests involving use of these moneys were were not approved.

The exchange of correspondence between Senator Gaylord Nelson (July 21, 1970) and Malcolm R. Lovell, Jr., Assistant Secretary-Designate for Manpower (August 19, 1970) indicates that the Manpower Administration did not consider it necessary applying the criteria in the section of the act which cited among the beneficiaries, persons unable to secure appropriate employment because of age, physical conditions, etc. We have seen no public information to

indicate the extent to which the contracts signed provided specifically for employment or training of persons 55 years of age and over.

C. The White House Conference on Aging

The comments above make all too clear that the National Council of Senior Citizens is not impressed by the administration's claim that its current and proposed efforts reduce the need for a program to provide part-time community service employment for the elderly.

Nor is the National Council optimistic about the administration's "hope" that the forthcoming White House Conference on Aging will make specific action unnecessary by fostering a "commitment to increase the participation of older persons in American life"—though the Council's representatives will join enthusiastically with all who seek a serious commitment to meet the employment problems of the elderly.

The National Council of Senior Citizens detailed its concerns about the White House Conference in testifying at the March 25, 1971, hearing of the Senate Special Committee on Aging and the Subcommittee on Aging of the Senate Committee on Labor and Public Welfare. The National Council's testimony was directed to early evidences that the conference was being used as a political forum for the partisan advantage of the administration.

The National Council now adds a further specific concern, most germane to the substance of this report.

The National Council has carefully studied the *work books* issued by the White House Conference on Aging which are intended to guide—in actual practice, to dictate—the discussion of issues at the community conferences that provide the input for State conferences and thus for the White House Conference itself.

In the *work book* on Employment there is *absolutely no recognition* of the role of part-time noncompetitive employment opportunities for the elderly. Nor is this significant gap filled by the background data or the identification of issues presented in the *work books* on Retirement and on Income.

The National Council of Senior Citizens therefore questions whether this administration is any more wholehearted about fostering a "commitment to increase the participation of older persons in American life" than it is about taking the positive steps that would assure the elderly of meaningful employment opportunities.

CHAPTER II

THE SENIOR AIDES PROGRAM: LESSONS THAT SHOULD BE HEEDED

Thus far in this report, special attention has been paid to the employment problems facing so many older Americans today, and the failure of public policy and programs to deal with those problems.

But, despite the magnitude of the challenge that must yet be met, much can be learned from the practical experience that has already been gathered in the pilot Senior AIDE programs conducted by the National Council of Senior Citizens as one of several demonstration programs authorized by the Department of Labor in 1967–68.[1]

Here, in some detail, is a report on progress made under that program.

1. SCOPE OF PROJECT

On June 21, 1968 the National Council of Senior Citizens signed a contract with the U.S. Department of Labor to sponsor a senior community service program. The National Council chose to call the program Senior AIDES (the latter word being an acronym: **A**lert, **I**ndustrious, **D**edicated, **E**nergetic, **S**ervice). The program had two primary objectives:

1. To provide socially useful part-time employment for low-income elderly persons;
2. To improve and expand existing community services—and to create new services.

Underlying these objectives was the intent to develop a model for an effective national senior community service program.

The original contract provided employment for a total of 400 elderly persons—40 persons in each of 10 community projects. Since then the program has been expanded twice to reach its current size of 1,148 AIDES working in 19 projects. In January 1969, 6 months after the project went into operation, with the approval of President Johnson's administration, a supplemental agreement was signed with the U.S. Department of Labor providing for the addition of four community projects and an increase in the number of AIDE positions so that every project had 60 AIDE positions. Then in June of the same year, a contract amendment added five more communities to the program.

The program has been refunded in exact dollar amounts since the administration of President Nixon came into power in January 1970, but there has been no expansion of the program under the present administration.

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[1] For additional details, See Appendix 3, History of the Senior Community Service Program.

Senior AIDES have been employed on jobs that are not now usually available and never would be available to the elderly. Applicants for Senior AIDES jobs must be age 55 or older, and meet the Office of Economic Opportunity poverty income guidelines.[2] Senior AIDES earn an average of $2.15 an hour for 20 hours work a week.

The National Council of Senior Citizens is one of four national organizations chosen to administer the U.S. Department of Labor's demonstration program for employment of low-income elderly in community service. Although all four sponsors operate according to the same basic guidelines issued by the department, the National Council's administration has been unique in three important respects:

(1) Its choice of communities and the variety of sponsoring agencies;

(2) The freedom it has given the local projects to design and operate their own programs;

(3) Its emphasis on low-overhead administrative costs.

Administrative costs averaged 12.9 percent of the total budget in the first contract period covering 2 years of operations. **In the contract period ending May 21, 1971, the administrative costs have averaged less than 10 percent.**

The National Council in its selection of communities met the U.S. Department of Labor's criteria and two additional criteria of its own. The Labor Department required that special consideration be given to cities with either a Model Cities program or Federal Concentrated Employment program.

The National Council added two criteria, namely, cities with active organizations of senior citizens and viable public or private nonprofit community agencies that could sponsor the program.

More than 7 years of nationwide experience in organizing groups of senior citizens proved invaluable to the National Council in its selection of project communities. The National Council announced the demonstration program and opened negotiations with community leaders and agencies for local sponsorships. With the advice of affiliated senior citizens clubs, local officials, and other community groups and leaders, the National Council carefully selected local project sponsors. After a review of 43 communities that seemed to meet all requirements, 10 were recommended to and approved by the U.S. Department of Labor. This process was repeated when the program was expanded to additional communities.

Under the program, Federal antipoverty funds pay 90 percent and local sponsoring groups bear the remaining cost. Of particular significance is the fact that in the National Council's Senior AIDES program, no part of the Federal funds is used to pay any of the cost of

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[2] The present guidelines allow a maximum annual income of $1,900 for a single elderly person living in an urban area. An additional $600 of income is allowed for each member of a person's family, e.g., an elderly person living with one relative is allowed up to $2,500; a member of a three-person family is allowed up to $3,100, etc. The original guidelines allowed only a $1,600 maximum for a single person and $2,100 for a two-member family. These income guidelines exclude all but the very poorest. According to Bureau of Labor Statistics figures, in the spring of 1969 a retired couple living in an American city needed a yearly income of $2,777 to provide for their minimum needs; and $3,940 for a moderate budget. The minimum budget for a couple allows $16.75 weekly for food; the moderate budget, $21.75. Since the BLS figures were released, the cost of living has continued to rise. In 1969 alone, it rose 6.2 percent.

local administration of the project. Locally, the Federal funds are used to pay wages and fringe benefits for the Senior AIDES employed. The local sponsor must contribute at least 10 percent of the total budget for the project. This payment is in-kind (including the salary of the local project director) rather than in cash. In actual fact, many project sponsors contribute more than 10 percent of the cost in terms of time, supervision, counseling and administration.

The local sponsors select persons to serve as project directors subject to the approval of the National Council's Senior AIDES project director. The program's experience has shown that the persons selected to direct the projects have been, in the main, outstanding. They have brought knowledge, administrative and program experience, dedication, energy and an innovative spirit to their projects.

The National Council's major objective in setting up the administrative and organizational structure of the program was to provide for maximum local discretion in the conduct of the projects, consistent with its responsibility as prime contractor to the U.S. Department of Labor. To achieve this objective the National Council developed a flexible management system through which the local projects were able to develop demonstration programs responsive to local conditions and needs. This was accomplished with substantial supportive services and technical assistance from the national office Senior AIDES staff.

This policy of maximum local discretion is a natural extension of the National Council's own policies and organizational structure. Although numerous experts and specialists in aging are active members, the National Council of Senior Citizens is primarily a mass membership organization of the elderly themselves. The highest governing body of the National Council is its annual convention of delegates chosen by the local clubs. Governing policies for the upcoming year are determined and officers to carry out the policies are elected by the convention delegates.

All National Council clubs are completely autonomous—determining for themselves their own programs and activities.

In its almost 3 years of operation the National Council's Senior AIDES project has: Demonstrated its potential of achieving its basic program objectives to provide socially useful employment for low-income elderly persons; and to improve and expand social services needed by the community; and in so doing has created a structure for the administration of such a project which could become an effective model for a national project.

2. NATIONAL ORGANIZATION

A. Staffing

Organizational structure and staffing for the development, management and administration of the Senior AIDES project is in accordance with the plan submitted by the National Council of Senior Citizens and approved by the U.S. Department of Labor.

At the national level, the Senior AIDES staff are full-time employees, except for the Director of Project Planning and Development. (This exception enabled the National Council of Senior Citizens to secure the services of a retired U.S. Department of Labor employee

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with special, successful expertise in manpower programs related to older workers.)

Supportive services are provided by regular staff of the National Council of Senior Citizens.

The Executive Director of the National Council of Senior Citizens is the National Director of the Senior AIDES project. He carries out his responsibilities with the assistance of two associates—one responsible for the administration of the program (the Program Director) and the other responsible for planning and developmental activity (Director of Planning and Development).

The Program Director carries out the responsiblities of program operation and management and for implementation of policies and planning with a small professional staff of three field representatives, and a field service assistant; and a small clerical staff. The field representatives and the field service assistant are responsible for providing supervision, direction and technical assistance to local projects, working through the local project directors. In addition—the field service assistant also provides administrative services to the national staff.

The Director of Program Planning and Development works coordinately with the Program Director developing plans and materials needed to facilitate administrative activities; initiating guidelines for both national staff and local project directors; recommending program and planning activities; and implementing recommendations approved by the Project Director.

A minimum amount of Federal funds is used for national administration. The Project Director receives no salary from the Federal funds allocated to the Senior AIDES project.

B. Administrative and Supportive Services Provided by the National Council of Senior Citizens

The National Council's Comptroller is responsible for the fiscal supportive services of the program. He works under the supervision of the Project Director to coordinate fiscal services that concern contracts, budgeting and fiscal management.

The Information Assistant provides guidance and assistance on preparing and disseminating information about the Senior AIDES program through the public media and through research papers for specialists on aging and manpower.

The Legal Counsel assists in negotiating all subcontracts under the program and submits them for approval to the U.S. Department of Labor and provides guidance on any legal matters relating to the program.

Other National Council facilities—such as administrative and clerical assistance, library and research services—provide additional assistance to the Senior AIDES staff when needed.

C. The NCSC Senior AIDES Project Coordinator—National Representative at the Local Level

The Senior AIDES Coordinator is the local representative of the Executive Director of the National Council of Senior Citizens (in his capacity as Project Director of the Senior AIDES program) to the local sponsor to whose project he is assigned. He is appointed by the

Executive Director and works in close cooperation with the National Senior AIDES staff, but reports directly to the Executive Director.

The position of Senior AIDES Coordinator developed from the National Council's belief in encouraging maximum community participation and in having low administrative costs. The coordinator as a member of the community—and in all but two instances an elderly person—is able to provide support and insights that an outside professional could not. Many of the tasks that the coordinator performs are carried out by a full-time professional staff member in other similar federally funded programs.

His responsibility is carefully spelled out in the guidelines for operation of the Senior AIDES project. Briefly stated, the NCSC–Senior AIDES Coordinator, as the personal day-to-day local representative of the Executive Director, provides *assistance* to him, on the one hand, and to the local Project Director, who has complete responsibility for the administration of the local project, on the other. The coordinator does not at any time assume the responsibility of directing or supervising the local Project Director in the performance of the latter's responsibilities.

Because he lives in the same community as the local project, he is available on a day-to-day basis to provide liaison between the national office staff and the local project staff. He serves as the spokesman for the national Project Director on the nationwide aspects of the Senior AIDES project. He regularly reviews the performance of the Senior AIDES on their respective jobs, reviews documents required by the prime contractor, and brings strengths and weaknesses to the attention of the national Project Director. (This is the kind of activity that would be expected of a regular staff member stationed locally to provide appropriate review of the project for the prime contractor.) He provides information and makes recommendations to help ensure that from the national office's point of view the Senior AIDES project locally is achieving its goals.

He keeps the local Project Director informed of the results of his reviews, of problem areas he discovers, and makes suggestions for corrective action. The final decision on this corrective action, however, is the responsibility of the local Project Director.

Working *cooperatively* with the local Project Director, the NCSC–Coordinator is expected to be of prime help in creating an awareness of the needs of the elderly in the community and assuring that the total community understands the purpose and the accomplishments of the Senior AIDES program both locally and nationwide.

D. Additional Staff Responsibilities and Activities

TOWN MEETINGS

The national staff has helped local project staff in six communities to organize town meetings. A town meeting provides an opportunity for the local project to:

a. Show what it has accomplished;

b. Increase community awareness of the problems of the elderly and what steps are being taken to solve the problems; and

c. Activate future planning of employment programs for the elderly.

The national staff has helped the local projects to plan the formats of the hearings and to arrange for good coverage by the local newspapers, television, and radio.

At a typical town meeting, a panel of local leaders such as the U.S. Senators and/or Congressmen for the area, the Mayor, a member of the Senior AIDES national advisory committee, a representative of the local State Employment Service, and one or two members of the local project advisory council, hear testimony from representatives of social service agencies that have worked with the AIDES, several AIDES themselves, leaders of local senior organizations, and specialists in aging.

Town meetings have been held in Oakland, Calif.; San Diego, Calif.; Miami, Fla.; St. Louis, Mo.; Buffalo, N.Y.; and Providence, R.I.

CONGRESSIONAL TESTIMONY

The National Senior AIDES staff members have assisted local project staff and Senior AIDES to prepare testimony before congressional committees; and also have testified themselves when requested.

Testimony about inadequate health care, malnutrition among the elderly poor, the accomplishments of the AIDE program, and the need for expansion of senior community service projects, has been presented.

STAFF TRAINING

The National Council's knowledge and the wide scope of its activities in aging make it possible for Senior AIDES staff to inform the local project directors about current important developments.

The national staff conducts semiannual conferences for local project directors and NCSC–Senior AIDES Coordinators. At these conferences, the directors are able to learn about national policy trends, to exchange information and explore new directions for their projects.

RESPONSIBILITY TO THE U.S. DEPARTMENT OF LABOR

In addition to its program and administrative responsibilities to the projects, the national staff prepares monthly progress and statistical reports and an annual comprehensive report for the U.S. Department of Labor.

E. National Advisory Council

The Senior AIDES blueprint provided for the establishment of a national advisory council. The council meets regularly three times a year to review the program, make recommendations with regard to its progress, suggest ways in which the program can be improved, and is also on call when necessary to advise on emergency situations.

The membership of the Senior AIDES advisory council was selected from the National Council's board and advisory committees—persons who represent various categories of community leaders interested particularly in the needs of older people.

The following are the members of the NCSC–Senior AIDES' national advisory council: Matthew DeMore, first Vice-President of the National Council of Senior Citizens and a former General Secretary-Treasurer of the International Association of Machinists and Aerospace Workers; Major General Charles G. Stevenson, former

Adjutant General of New York Army National Guard; Andrew W. L. Brown, Secretary-Treasurer of the National Council of Senior Citizens and Director of Community Services and Older Workers Departments of United Auto Workers Union in Detroit; Vaughn Rudy, International Representative, United Auto Workers, Buffalo, New York; Laura Lee Spencer, U.S. Department of Housing and Urban Development; Clement D. Dowler, AFL–CIO Southern Atlantic Region, Greensboro, N.C.; Bernard Ruffin, Associate Director, Washington, D.C. Police Department, Special OEO Project; George Kourpias, Grand Lodge Representative, International Association of Machinists and Aerospace Workers.

3. LOCAL ORGANIZATION

The local sponsoring agency is responsible for the successful and effective operation and management of the project for which it has subcontracted with the National Council of Senior Citizens. The broad policy guidelines of the National Council give the local sponsor considerable discretion for establishing a program that will meet the special needs of its community.

The local sponsoring agency, in line with this responsibility, provides for central local administrative operations—including personnel, personnel practices, maintenance of appropriate and necessary payroll and statistical data, preparation and submittal of required and special reports, etc. It is also responsible for assuring that appropriate fringe benefits are provided to the Senior AIDES; that they receive orientation and overall training on community resources, needs, and developments as these relate to older persons; that counseling, testing and placement services as needed by the Senior AIDES are provided by the local Employment Services; that medical services are made available through community agencies, as these services are needed; that outside educational services are developed for Senior AIDES, etc.

The National Council's plan envisages a local project being operated and managed in line with personnel and administrative techniques that are recognized as good practices. To that end, local sponsors are required to provide job descriptions outlining the functions to be performed by the local project director, the assistant local project director (when such a position is used) and for the jobs to be filled by Senior AIDES whether employed directly by the sponsor or by the sponsor and/or other agencies, identified in the project as host agencies.

The Council's plan also envisages the following administrative and supervisory staff, for the central operation and management of the local project:

A local project director, appointed and administratively responsible to the sponsoring agency's executive. The National Council has encouraged the appointment of a full-time project director at a salary level commensurate with salaries for work of similar responsibility in the community. Where it is not feasible to employ a full-time local project director, the sponsor is encouraged to appoint a qualified person on a part-time basis to assist the project director. This person may be a Senior AIDE.

Clerical staff full time or part time, adequate to provide the full gamut of clerical services required to enable the local project

director to carry out his or her responsibilities in the operation and management of the project.

Fiscal staff, part time or full time, to maintain the necessary fiscal controls, and provide the services required when Federal funds are involved.

Housekeeping staff, part time or full time, needed for the performance of housekeeping duties (maintenance and janitorial).

The costs of the personnel to provide these services make up a portion of the 10 percent in-kind contribution required by the National Council from the local sponsor.

The National Council's plan also envisages that every agency using Senior AIDES, whether it be the local sponsor or a host agency, will assume the responsibility of providing the AIDES with orientation to the agency, on-the-job training, and supervision to assure maximum effectiveness and adjustment. To do this, it is expected that the host agency will assign specific personnel to supervise the AIDE. The host agency is expected to keep in touch with the local project director so that the latter will be aware of the progress of the AIDE on the job, problems encountered, and the corrective action required.

In addition, the host agency must maintain those records and provide such reports as the local project director requires.

A. Advisory Council

Each project is required to establish an advisory council. The council is not a policymaking body but provides advice, assistance and support to the project from the community; and serves as a vehicle for educating the community about the Senior AIDES project.

The membership of a typical advisory council is made up of: (a) leaders or representatives of local organizations of older persons, (b) professional persons who are specialists in aging or antipoverty programs, and (c) community leaders including church leaders, educators, local leaders of the labor and business communities, and public information specialists.

B. Relationships With State and Local Employment Services [3]

At the local levels, the national project staff and the local project directors have had the assistance of the State and local offices of the State Employment Services. The National Council of Senior Citizens has insisted that these offices (as well as the Concentrated Employment Program staffs in the local areas) **must** be used to screen applicants for Senior AIDE jobs.

The local Employment Service staffs, and particularly the staffs specializing in serving the older work applicant, quickly accepted the basic philosophy of the Senior AIDES project and worked closely with local project staff to help the employing agencies set up job requirements and qualification standards for which the kinds of applicants who are available can be recruited. They, and the CEP staff, not only screen applicants to determine eligibility and referral to the employing agencies, but also assist in recruiting applicants.

[3] For additional discussion of "The Role of the Public Employment Service" (Manpower services), see Appendix 4.

C. Low Administrative Cost

It was the National Council of Senior Citizens' policy that administrative costs should be kept to a minimum, so that the maximum amount of money would go directly to the Senior AIDES. In accordance with this policy the NCSC guaranteed the U.S. Department of Labor that at least 80 percent of the overall cost of the program would be for wages and fringe benefits. Wages and fringe benefits for the national headquarters staff were calculated not to exceed 10 percent of the total budget. Overall administrative costs, including national staff, were programed not to exceed 15 percent. In fact—as reported earlier in this chapter—administrative costs were kept less than 13 percent in the first 2 years of the contract and averaged less than 10 percent in the contract period ending May 21, 1971.

The National Council did not provide the local sponsors with Federal funds for administrative costs, e.g., salaries for supervision and administration. Each sponsor was required to provide a minimum of 10 percent of the amount of the total budget for the cost of administration.

Some prospective sponsors expressed initial resistance to participating in the program because of the required 10-percent contribution. However, most accepted the National Council's explanation of its reasons for requiring the contribution—recognition that by providing salary and other administrative costs the sponsor (and the community) had real control over the project director and his activity. In every instance the local sponsor has been able to provide the 10-percent contribution. However, the increasing financial problems of one of the sponsoring agencies is causing concern that it may not be able to provide future local contributions. In this event an alternative local sponsor may be sought to keep the program intact.

One of the major administrative factors the National Council hoped to demonstrate was the effect of local selection and payment of salary for a project director—e.g., does the project get as good or better people and provide as good or better direction and supervision as when the project director, even though selected locally, is paid with funds that are provided from other than local sources. (Experience has demonstrated that, on the whole, the performance of the project directors has been excellent.)

The program hoped to demonstrate that exceedingly effective management and operation of a project follows from a local project director being hired by and responsible to the local sponsor. This is a concept different from that of most federally funded projects where the salary of the local project director is paid with federally appropriated funds.

D. Choice of Sponsors

Local project sponsors, all public and private nonprofit community service organizations, were primarily chosen for their reputations and known success in delivery of public services. Sound fiscal and administrative structure was also required. To demonstrate the concept that numerous types of agencies would be able to assume responsibility for a local project, agencies that varied widely in nature and service were chosen: a Community Action Agency, a Central Labor Union Council, a City Department of Adult Education, a community service agency, a local Senior Center Agency, and a YWCA.

E. Selection of Host Agencies

In developing the project with the local sponsor, it was essential to ensure that the Senior AIDES would be assigned where their services were most urgently needed and to local groups that wanted to participate with the local sponsor.

Accordingly, in some communities all of the AIDES were assigned to the central local sponsor. In others, slots for Senior AIDES were allocated to one or more community groups. Each group to whom AIDES were to be assigned was called a *host agency*. Each host agency executed a specific agreement, subject to the approval of the National Council of Senior Citizens, with the local sponsor. All local groups involved were nonprofit organizations.

4. SENIOR AIDES JOBS

Probably, as important as any part of this project was the creation of the jobs to be performed by Senior AIDES. And so, in initiating the local project the National Council urged and encouraged setting up innovative and imaginative types of jobs to fit into each agency's need for assistance in supplying community services.

While it was necessary that some would be in the area of normal commercial and business activities, such as secretarial aides, bookkeeper aides, interviewing aides, many were in direct services. Senior AIDES were employed to provide person-to-person service, finding persons (especially elderly persons) who needed help but either did not know what was available or where to find it; to assist homebound elderly and either help them secure the needed items or make their needs known to agencies that could meet the required needs.

These were the kinds of jobs that every community knows need to be done, but it can never seem to find either the people to do them and/or the money with which to pay them. Frequently, agencies attempt to provide some of these kinds of jobs through services of volunteers. And while volunteer service is welcome and needed, it does not provide the kind of responsible regular service that paid work does.

Sponsors were encouraged to be as imaginative as possible in developing meaningful community service jobs for the Senior AIDES.

There has been a growing trend among all the projects to assign Senior AIDES to agencies where they can work with other elderly persons. Because they face many of the same problems as the rest of the elderly poor persons in the community, the AIDES are particularly sensitive to their needs and feelings. They have humanized the oftentimes impersonal social services of the agencies and have worked to develop additional programs for the elderly.

Senior AIDES Job Categories

The program has attempted to place Senior AIDES in a large variety of jobs in public or private nonprofit agencies and under the supervision and direction of professional or semi-professional staff. The jobs that the AIDES have performed carry a variety of titles, but basically they fall into the following categories (in each the functions involved have been indicated):

1. Provide information regarding community services needed and available.

a. Seek out, or follow up, on the elderly.

b. Provide them with information about services available and where to get the services.

c. Provide information to public and private nonprofit agencies about specific services needed by specific individuals.

2. Provide assistance to elderly poor who are ill, shut-ins, or in need of physical help in getting around.

a. Under direction of professional personnel (doctors' therapists, social workers, visiting nurses, dieticians), help serve meals, assist in feeding, do repetitive tasks, make appointments for professional services.

b. Read to shut-ins, write letters for them, market for them for staples, go with them to secure surplus food and clothing, etc.

3. Provide services in schools, day care centers, libraries, senior citizens centers.

a. Assist in adult education classes, working closely with small groups of slow learners, etc.

b. Assist staff in day care centers and in educational centers for retarded children.

c. Assist staff in public libraries in working with children (reading, story telling) freeing library staff to provide more specialized assistance to older young people, young adults and older persons.

d. Assist by providing leadership in games, simple handcraft, and other recreational activities.

4. Assist in securing information for community research and development activities including census taking—securing data regarding school dropouts, persons needing adult education, community needs for Model Cities planning, etc.

5. Assist in program planning for maximum training and utilization of elderly in.

a. Community organizations;

b. Senior AIDES program.

6. Assist public employment service offices in:

a. Interviewing elderly and securing appropriate information for use in placement or referral for other services.

b. Canvassing industry, retail establishments and other business establishments in locating and/or developing full or part-time employment for elderly persons.

7. Assist in supervisory, office and similar services in public and private nonprofit organizations including:

a. Food service preparation, and serving meals in senior centers.

b. Clerical services (typing, stenography, duplicating, bookkeeping, etc.).

c. Supervision and coordination of activities of Senior AIDES.

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5. EXPERIENCES OF FOUR LOCAL PROJECTS

All but one of the National Council of Senior Citizens Senior AIDES projects are in urban areas. The one rural project is located in Marion County, W. Va. A brief analysis of four projects, including Marion County, has been made to give an overall view of the Senior AIDES program. The project communities are San Diego, Calif.[4]; Dade County, Fla.; Minneapolis, Minn., and Marion County, W. Va. Each of the four communities is confronted with the basic problem of providing adequate services for a steadily increasing population of elderly persons with low incomes.

The four sponsors in these communities represent the diversity of agencies selected by the National Council. The sponsor in San Diego is the Community Welfare Council, an urban planning agency; in Dade County, the Senior Centers of Dade County, Inc., a nonprofit voluntary service agency of the United Fund; in Minneapolis, the Central Labor Union Council; and in Marion County, the County Court.

A. Description of Project Communities

In San Diego County, Calif., there is an estimated population of 1.348 million as of January 1, 1970, and 698,000 reside in the city of San Diego. Approximately 8 percent, or 110,000, are over age 65. Welfare rolls indicate that 14,848 persons—more than 10 percent of the city's population, an unduly high proportion—are receiving old age assistance. According to the local project FIND, an antipoverty program funded to discover the unmet needs of the elderly, the San Diego community is the most densely populated area of deprived elderly persons in the country.

The elderly make up an increasingly large proportion of the population of **Minneapolis, Minn.** As in most American cities, young and affluent families are fleeing the city leaving behind those who cannot afford to move.

The age 55-plus population of the city of Minneapolis increased more than 25 percent in the last decade—from 83,242 to 110,411—while the total population declined almost 10 percent from 482,872 to 434,400.

Almost two-thirds of the elderly population of Hennepin County live in Minneapolis proper while less than one-half of the county's total population live there.

In the group of the largest 12 States, Florida has the highest proportion of citizens over 65 years of age—14.5 percent—according to the 1970 census. Of this population 172,725, more than one-sixth of the State's total elderly population, live in **Dade County.**

Dade County has a population of 1.25 million people; of this number 26 percent are Spanish-speaking residents; more than 10,000 of these Spanish-speaking people are elderly Cuban political exiles who are 65 years of age or older.

Marion County, W. Va., is depressed economically. Abandoned coal mines dot the countryside and coal miners—victims of mech-

[4] San Diego recently was the subject of an evaluation conducted by Kirschner Associates of Albuquerque, N. Mex., for the U.S. Department of Labor.

anized methods of modern mining—continue to live there in idle poverty. The population of Marion County is approximately 63,000—according to the 1970 census. Fifteen thousand, more than one-fourth of the population, are 55 years of age and older. Of the original 62 AIDES who applied for the Senior AIDES program, 22 stated that they had incomes of $1,000 or less per year. At least five had no income at all and subsisted on handouts from family sources, usually sons or daughters.

B. Study of Senior AIDES Applicants

The Senior AIDES applicants can be divided into two basic categories: the **lifelong poor** and the **new poor.**

The **lifelong poor** are those who are unskilled, underemployed or unemployed, and poorly educated; and members of minority groups who were denied opportunities in their earlier lives (e.g., one black AIDE had taught elementary school in Mississippi before going to a major city, where the only job he could get was as a city porter—a low-paying job with inadequate pension benefits).

The **new poor,** after a lifetime of self-sufficiency, have found that they are unable to provide for themselves in their old age. Some of the reasons for their new poverty are:

- The inability of the Social Security benefit program and other pension programs to keep up with the steadily increasing cost of living.
- A long-term illness which has wiped out a lifetime's savings. Medicare currently covers less than one-half of the average health costs of the elderly. The deductible and coinsurance features of Medicare act as barriers to good health care. Costly out-of-hospital prescription drugs are not covered.
- The early death of the head of the household which leaves a widow stranded, often with growing children, and little or no means of support. These widows often have never been employed and have no benefits of their own.
- The jobs held throughout most of the lives of the applicants required physical stamina which they no longer have (e.g., some women did domestic work most of their lives; some men drove trucks or taxis, or worked in the building trades).
- The jobs performed by the applicants for many years have now become obsolete (e.g., one AIDE was a fancy stitcher in a shoe factory, and another was a self-employed scrap hauler).
- Inadequate pension coverage—many persons were never covered by any pension plans, public or private, although they may have worked throughout their lives (e.g., one AIDE was a cook "here and there" all of her life).
- Illness that forces early retirement—some applicants had job-related disabilities, and little or no health benefits. They were forced to retire at an early age (e.g., one foundry worker with asthma who later had to take whatever odd jobs he could get).
- Family responsibilities which have not diminished with old age—many older persons are responsible for elderly parents or handicapped adult children or young children from a late marriage or orphaned grandchildren.

PREVIOUS EDUCATION NO SAFEGUARD AGAINST POVERTY

Senior AIDES statistics show that earlier education and experience do not protect a person from a poverty-stricken old age. This is true of not only the four areas evaluated but also the other project areas. For instance, almost half of the original Senior AIDES in Minneapolis, Minn., had at least a high school diploma; however, three-fourths of the AIDES had incomes of less than $2,000. More than 50 percent of them had incomes less than $1,500.

In Dade County only 27 of the 60 Senior AIDES had not completed high school; of the remaining 33, 10 had stopped their education at high school graduation, 23 had some college—of whom six had bachelor's degrees and six had advanced degrees. Despite their education level, 10 Senior AIDES had incomes of $1,000 or less, and 50 had incomes of $2,000 or less.

Sixty-five percent of the current Senior AIDES in San Diego have a high school education or better, but when first applying for enrollment in the Senior AIDES program, 10 percent indicated that they had no income at all.

The Marion County project had AIDES with considerably less formal education than any other project. No applicant had ever attended college; however, 34 percent reported that they had received high school diplomas. The poverty and lack of formal education of the Senior AIDES in Marion County is typified by the following example:

> One applicant, a 58-year-old widow of a preacher, left school in 1925 after completing the eighth grade. After her husband died, she subsisted on money that she earned baby-sitting. When she applied for the program, she reported no regular income, and gave as her principal means of support, occasional gifts from a married son and members of her late husband's congregation.

C. Recruitment

Recruitment and initial screening of applicants for Senior AIDES has been carried on in close cooperation with the local offices of the State Employment Services. In a number of communities the local offices themselves have utilized AIDES to assist in recruiting, screening and referring applicants to project directors. Such applicants are first considered by the local offices for possible employment in the competitive labor market. When such opportunities are not available, or cannot at the time be developed, the applicant is considered for a Senior AIDES opening.

Most of the projects have experienced difficulty in finding applicants from minority groups, such as Negroes, Indians, Mexican Americans, etc. Normal recruitment efforts, using only the local employment office, did not reach the minority communities, nor did the routine appeals to community agencies.

In Minneapolis, for example, the Project Director attempted to overcome this problem by conducting a special recruitment program. She called a meeting of representatives of the major community agencies working with minority groups to inform them of the Senior AIDES program and to seek their help in identifying needy elderly applicants.

She also arranged for interviews on radio and television. She contacted union retiree organizations with large numbers of minority group members. Only after these efforts was there an increase in the number of applicants from minority groups.

THOSE WHO WEREN'T HIRED

Once the original job slots were filled, the Senior AIDES program was unable to help the thousands of other suitable applicants seeking employment. They had nowhere else to turn. In Marion County, for instance, there are 250 applicants who are waiting to become enrollees in the Senior AIDES program. "With papers already processed and signed, they are ready to go to work," said the Project Director.

Applicant records in each project area have shown that the Senior AIDES program is unable to meet the needs for almost nine applicants for each job slot—even though there was little or no local publicity for the jobs.

The elderly poor applicants who have not been eligible for AIDE positions can be divided into the following categories:

1. The older person who was too feeble to work, even 20 hours a week, but who needs additional income.
2. The older person whose family income is above OEO criteria, although his own personal income is well within the criteria. According to current OEO guidelines, a two-member family is allowed a maximum annual income of $2,500, a 3-member family is allowed $3,100, etc. Thus an elderly person with no personal income, who lives with a relative, is ineligible for a Senior AIDES job if his relative earns more than $2,500 annual income. One of the best documented examples of this problem occurred in the San Diego project area.

Mr. M. is a Mexican American who applied for a position in the Senior AIDES program in San Diego. He qualified, according to the age and individual income criteria. Shortly after he was hired, however, he was terminated by the local Project Director, It was discovered he lived with an adult daughter whose annual income of several thousand dollars disqualified him, according to the OEO family income criteria.

Mr. M.'s daughter wrote to President Nixon.

In a long, two-page letter she explained that she could not understand the rationale for his dismissal. Her father had come to live with her because he was too poor to live alone. By providing him shelter, she was carrying out a basic responsibility that any daughter has for a parent who was, in his later years, unable to provide for his basic needs. "Why," she asked, "was he terminated?"

The White House, through OEO, contacted the national Senior AIDES office for further explanation. After inquiring about the matter, the national office determined that he had been terminated because of OEO's family income guidelines. Although terminated from the Senior AIDES program, Mr. M. was assisted by the local State employment service in his efforts to find a job. Today he works full time at $2.45 an hour and he still lives with his daughter.

This is a special case only in its happy solution. Although his daughter's letter resulted in his getting a full-time position, the policy that she questioned remains. Thousands of elderly persons in similar situations are ineligible to be hired by the Senior AIDES program because of the family income criteria.

3. The elderly person whose income, though inadequate, is still above the OEO income criteria for the Senior AIDES program.

D. Services and Programs

In the communities where Senior AIDES have been employed, the agencies recognize the needs of the elderly poor and know to what extent they should go to meet these needs, but they simply do not have the funds. Most community agencies are funded by donations from the private sector. However, current economic trends—inflation and unemployment—have resulted in a decrease in contributions, and a cutback in staff and programs throughout the country.

Providing Senior AIDES to community service agencies has permitted those agencies to perform more effectively in helping the communities. The AIDES have helped the agencies in two ways:

1. AIDES with no specialized skills or no skills have performed routine tasks, freeing the agency professionals to concentrate on other duties that only they can perform.
2. AIDES with higher skills have provided paraprofessional services that the agency was unable to provide because of insufficient manpower (e.g., social work assistants and home-health AIDES).

The Senior AIDES have expanded community resources and have improved the quality of community services in every project area. Despite the relatively small number of job slots for the large urban areas, the projects are making an extensive impact on the needs of the communities.

In projects where the AIDES are placed with numerous host agencies, there is no clearly defined focus on a particular community problem or need. In Minneapolis, Marion County, and San Diego, AIDES work on a range of social issues designed for widely differing groups (e.g., teacher's aide with retarded children, physical therapy aide in a Veterans' Home, a group work assistant with delinquent teenagers).

On the other hand, projects where the sponsor agency itself uses all the AIDES, such as the Senior Centers of Dade County, there is a clear program focus. All of their AIDES work with programs for the elderly poor.

At the beginning of the program, projects such as Minneapolis encountered some resistance from prospective host agency personnel who felt that older workers might not fit into their programs. After this resistance was overcome, the sponsor agencies were able to be more selective in their choice of host agencies.

E. San Diego, California

In San Diego, the State employment office of California had practically phased out its specialized services to the older worker, until the Senior AIDES program was established in San Diego. Mark

Schiffrin, Coordinator of the Field Center on Aging at the San Diego State College School of Social Work, reported "the Department of Human Resources Development has phased out its older workers' program." "Here in San Diego," he went on to testify, "Project 45 had a staff of five, working with older people and seeking job opportunities for them, now this staff has been whittled down to one—and the client population is continuing to increase. Thus the need for help for the older worker, in my opinion, is now greater than ever."

Now a number of Senior AIDES in San Diego have been assigned to a State employment service experiment, under the guidance of an older worker specialist. These AIDES receive requests from prospective employers and attempt to find positions for other senior citizens and themselves. As these AIDES find employment, new Senior AIDES are hired to fill their job slots. In addition to this service, they also write their own job résumés and help others to write theirs.

Senior AIDES, assigned to a community center, prepare a monthly Senior Citizens Newsletter that is distributed to about 3,000 elderly residents. Senior AIDES also are teacher's aides and counselors in youth programs, information and referral aides, health care and nutrition aides; and bookkeeping, typing and clerical aides in local community service agencies.

The Commission on Aging of the Community Welfare Council (the local sponsor) serves as the advisory committee to the Senior AIDES project. The commission provides the project with information about what services are most needed in the community, and which agencies would provide the most effective placements of Senior AIDES. The committee also has conducted a campaign to find permanent placement for Senior AIDES. Since the program began, 30 Senior AIDES have been placed with local private employers.

F. Dade County, Florida

The staff and board of directors of Senior Centers of Dade County, the sponsor agency, were concerned that the elderly in poor neighborhoods were not receiving the health and social services available to residents of other sections of the county.

There are numerous agencies in the county to work with the elderly poor, but the large land area of the county and a limited public transportation system prevents them from reaching large numbers of the elderly poor. Sick and disabled persons often have to travel over 30 miles for medical service. Since the Welfare Department has only two distribution centers for surplus food, many elderly persons, who have no cars or access to public transportation, are not able to pick up the food—which is supposed to be their main food supply. The primary task of the Senior AIDES has been to bring programs and services to the isolated elderly.

VISIT 1,000 HOMES EACH MONTH

The Dade County Senior AIDES visit 1,000 and more homes each month.

Between 30 and 40 elderly people are brought to hospitals, clinics or doctors each month; most from the outreach areas of Homestead (about 35 miles south of Miami), Perrine, and South Miami—which

have no bus service. The AIDES also bring the elderly to the senior centers for preventive health care (flu shots, diabetic screenings, chest x-rays).

Approximately 500 boxes of surplus food from the Department of Agriculture (weighing about 40 pounds each) are received from the Government Surplus Warehouse monthly and brought to the centers—again in the outreach sections. The AIDES deliver approximately 200 boxes to the recipient's homes each month, and they deliver about 150 hot meals to the home-bound elderly each month.

The AIDES also gather boxes of clothing, shoes and blankets to distribute to the elderly. They teach Spanish and English; they assist in teaching the elderly ceramics and crafts, even giving lessons to shut-ins.

Ten Senior AIDES work in the Model City area where 10,000 elderly—60 years of age or older—live in public housing projects, cramped private apartments or single rooms, and have limited income from Social Security or old age assistance. These elderly persons range in age from 60 to 100 (the average age is 75). The average education level is below the sixth grade. Many are completely illiterate. An estimated 90 percent live in poverty.

Senior Centers have presented a project proposal called "Operation Help", for the elderly poor, to the Model Cities program; including in it part-time paid employment of older persons. The United Fund of Dade County and its affiliates are interested in using Senior AIDES in programs outside of Senior Centers if funds become available.

HELPING ELDERLY MIGRANT FARM WORKERS

The Senior AIDES work with the elderly migrant farm workers in the southern part of Dade County. Senior AIDES Friendly Visitors are former farm workers themselves who are too old to work in the fields. There are several hundred elderly migrant farm workers in the Homestead–Florida City area, and hundreds of others in the Perrine and South Miami areas—which are closer to Miami. Many are disabled and in dire need of constant medical attention. They are almost totally illiterate. Social Security checks are small or nonexistent for these elderly farm workers; very few of whom even know to what benefits they are entitled. Senior AIDES assigned to these areas are the lifeline of the elderly. On a typical day, an AIDE might cook breakfast and spoonfeed a paralyzed man recovering from an operation, sweep his floor, go to the drugstore for medicine, and supply new clothing. AIDES also help them to fill out application forms for benefits and pensions. They have organized senior clubs that meet in the OEO Neighborhood Centers where the members sew for needy children, have arts and crafts lessons and basic education courses, and a singing club.

HELPING ELDERLY CUBAN REFUGEES

Another special problem in Dade County is the high number of elderly Spanish-speaking exiles. In the words of Louis Sanjenis, Coordinator of Project Amigos for Senior Centers: "The exile population is very anxious to work—those who are able. They have no Social Security, no pension, only a great willingness to work. There is a disproportionate number of aged among the Cuban exiles. In addition

to teaching English, the Spanish-speaking Senior AIDES recruit seniors for the centers and give information about the activities of Senior Centers of Dade County."

Senior Center services have been extended to include opportunities for training and part-time employment of center members. The agency has attempted to employ qualified older men and women for positions on its own staff, but these opportunities are limited.

One example of increasing employment opportunities grew out of the teamwork of the Senior AIDES Project Director, the National Council of Senior Citizens-Senior AIDES Coordinator, and the Florida State Employment Service.

After an employment survey of Miami Beach revealed a need for switchboard operators, night clerks and bookkeepers in small hotels, the coordinator and project director talked with the Ida M. Fisher Community School. A school official called on the Southern Bell Telephone Company and persuaded the company to lend an $1,800 switchboard for a switchboard class. Elderly persons have been graduated from the classes and placed in jobs in Greater Miami.

The experience of the Senior Centers of Dade County is an example of how senior citizens programs receive lowest priority when social service budgets are planned. The Dade County commission had provided approximately $200,000 annually to the Senior Centers of Dade County, Inc. for the operation of six multiservice centers and one outreach program. In the fall of 1969, when the commission had to curtail its own budget, it discontinued its financial support. The Senior Centers program had to terminate 31 members of its 40-member staff. Only because of the Senior AIDES was the small remaining staff able to keep the programs and services operating.

G. Minneapolis, Minnesota

Five Senior AIDES operate as resident planners for the Model Cities program. Prior to the hiring of the AIDES, there was no neighborhood planning specifically for the elderly. In their first few months of employment, the Senior AIDES set up 17 senior citizens meetings involving over 1,000 persons. They established a senior citizens' advisory group to plan a comprehensive senior service center. Consequently, the AIDES have made it possible to have a much higher participation of older people in the planning of the Model Neighborhood.

One resident planner was so effective that he was hired for a full-time staff position with the Model Neighborhood program. Since their initial activities, the Model Neighborhood AIDES have been instrumental in forcing an investigation of nursing homes in the Model Neighborhood. Two other AIDES assigned to the Association for Retarded Children conducted a survey to determine the needs of the mentally retarded in the Model Neighborhood area.

Another Minneapolis Senior AIDE, an arts and crafts instructor, took additional training at her own expense. She now trains volunteer instructors in arts and crafts for a local senior citizen center. She, herself, conducts an arts and crafts class at a local nursing home where her classes are an important part of the physical therapy program.

A blind Senior AIDE with previous experience in real estate is now a housing counselor for Minneapolis low-income families. He helps them to purchase homes under a special government program.

AGING SECTION FOR AID SOCIETY

The Minneapolis Citizens Aid Society, in more than 40 years of operation, had never had a program especially for the elderly until the Senior AIDES program began. Today, a Senior AIDE staffs an information desk in the front lobby four mornings a week. She developed her own information manual about programs and benefits for the elderly. She processes approximately 40 inquiries each day.

A number of Senior AIDES have been assigned to the Minneapolis Association for Retarded Children (MARC). The majority of AIDES assigned to MARC have been teacher assistants. Several of the AIDES have worked with the adult mentally retarded; one AIDE serves as an assistant foreman in a sheltered workshop for mentally retarded adults. Two other AIDES conducted a survey to determine the needs of the mentally retarded in the Model Neighborhood area.

One Minneapolis Senior AIDE, a former problem drinker, was a counselor in a halfway house for alcoholics. Although he received no formal training from the halfway house, he drew on his personal experience to counsel other elderly alcoholics; he helped them to seek employment, housing and medical care, often working many more than the 20 hours for which he was paid as a Senior AIDE. His Senior AIDE duties have been extended to include work with a rehabilitation program organized and operated by exconvicts.

Another Minneapolis Senior AIDE, an immigrant from Czechoslovakia where he once practiced medicine, came to the United States 10 years ago. He was unable to qualify for the State medical board examinations of Minnesota due primarily to a language barrier. Frustrated in his life's work, he had become embittered. The Project Director found assignments for him, as a Senior AIDE, that utilized his medical knowledge. He has, for instance, prepared bibliographies of technical publications for the Washburn Child Guidance Clinic and the Minneapolis Association of Retarded Children.

H. MARION COUNTY, WEST VIRGINIA

For several years the Family Service of Marion and Harrison Counties, Inc., had been aware of the need for a homemaker service for needy and isolated families and individuals.

Insufficient funding and the consequent inability to hire staff prevented Family Service from providing a homemaker service, until the agency was assigned five Senior AIDES in the spring of 1969. The AIDES working with a supervising caseworker spend an average of 286 hours on 74 home visits each month.

Family Service provides the AIDES with several weeks of training—discussion of social work theory and practice, field assignments, and group discussions of their field experiences—before they begin their regular duties.

The homemaker service gives priority to the elderly and chronically ill. Referrals come from the community—neighbors and friends of persons who need the service—and other social agencies. A caseworker determines the extent of services needed and the need and length of

services to be performed. This information then is sent to the Senior AIDE supervisor who assigns the case to one of the five Senior AIDES.

The homemaker service recognizes that counseling alone often does not solve many problems. An old and disabled person could be told how to plan a meal, but still be unable to prepare it. The AIDES provide both commonsense counseling and supportive services. In a typical month, an AIDE might help a 15-year-old girl plan meals and housekeeping chores for her younger brothers and sisters while her mother is in hospital; prepare meals and pick up prescriptions for an invalid couple; and accompany a blind person to a dental appointment. If there is no other resource available, AIDES also assist in light housekeeping.

Senior AIDES assigned to the Recreation Department have developed a project that has allowed the town to increase its recreational facilities. Over a 4-month period, they cleared several acres of land to set up an athletic field. The AIDES also installed athletic equipment and built a small clubhouse. Later, they assisted in supervising recreation activities for children and teenagers at the newly established field. The Project Director has reported that the acreage—previously unused land—is now patronized weekly by several hundred young people.

Senior AIDES constitute the nonsupervisory personnel of the Retarded Children's Workshop. The workshop would not be able to function without the AIDES' assistance. Five AIDES operate the workshop, two carpenters instruct 24 retarded children, two AIDES teach ceramics and perform general workshop duties; and one AIDE drives the workshop bus.

Marion County Senior AIDES also provide important services at the Friendly Homes Mission, a nonsectarian agency, which has about 80 residents, most of whom are elderly. In addition to its permanent residents, the mission provides shelter to families who temporarily have no place to live, and juveniles who, if the mission did not accept them, would be placed in the local jail. One AIDE, who is 80 years old, does minor repair work—fixing a leaking faucet or replacing a loose drain board. Several AIDES help prepare meals for the residents. Other AIDES who serve as social work assistants, help the residents write letters to relatives, mend their own clothes, or prepare items to sell in the resident-operated "Helping Hand" store.

6. CONCLUSIONS

Basically, the National Council of Senior Citizens—from its operation of the Senior AIDES project—has drawn the following conclusions with respect to the employment needs of the elderly and the needs of communities for the services of the elderly.

(a.) Elderly persons (55 years of age and over, with limited financial resources, in comparatively good physical health and mentally competent) are ready, able and available for employment in community service activities.

Several prime considerations are motivating factors, namely:

> They need *money*, which they *earn*, to supplement their meager incomes. They resent and resist being forced to be recipients of moneys which in any way is a dole or handout. They have been

unable to find employment in any field of work in our youth-oriented society.

They want to be useful and needed. They grew up in a society in which productive employment, for pay, was a measure of an individual's worth. Now, not only do they have no opportunity for paid employment, they find that there is no evidence that they or their services are needed. To be useful and needed provides meaning to their lives.

They want employment for pay but not at the expense of taking work away from their children and grandchildren who need substantial earnings to meet the cost of living, to support younger dependents, to build an equity in pension programs, and to build their entitlement to medicare services. Consequently, most want part-time jobs in work that is not competitive with jobs sought and held by their children and grandchildren.

(b.) Community service organizations—public and private, non-profit—cannot provide, to the extent needed, services which they are established to give. This is usually not because they are uninterested: rather it is because of limitations in the number of professional, trained staff and facilities. These limitations, in turn, are due to the fact that adequate funds and trained staff are not available.

Services of individuals, whose wages are paid for out of Federal funds, through programs such as the Senior AIDES project, help fill the gap. The AIDES provide assistance to professional, trained staff, whether it be in a hospital or a library or a social work agency, permitting the professional, trained personnel to give more service.

(c.) Outreach and person-to-person service, provided by the elderly through the Senior AIDES project, provides mutual benefits to the community, the individuals being served, and the elderly providing the services.

Outreach brings to the attention of the potential recipient information about services and assistance available to him or her in the community. Many needing help are unaware of available assistance at no or little cost to recipients.

Outreach brings to the attention of the community agencies information about individuals needing services, and about needed services that are not being given. From this can come, and does come, action to add such services to community programs.

Outreach brings elderly people together to help each other and to seek, as a group, needed services as well as action to correct situations which do not contribute to meeting their needs.

Person-to-person services make it possible to provide personal help to housebound and otherwise disabled but still ambulatory individuals.

(d.) Every community agency finds itself short of staff to carry out a variety of: (a) cultural; (b) recreational; and (c) protective services.

Elderly persons enrich their own lives as well as those of others by assisting with services performed by Senior Centers, day care centers, libraries, art institutes, schools, police depart-

ments, and similar community organizations. Reports show that AIDES have performed effective services in reducing crime rates, providing assistance in guide services as well as in teaching arts and crafts, and assisting in the establishment of model cities projects.

(e.) Every community agency finds itself short of staff to perform necessary administrative services.

Elderly persons renew such skills as typing, bookkeeping, general office skills, assisting the regular staff in functions using such skills.

In the creation of job opportunities in the Senior AIDES project, the Council has never lost sight of the need to ensure that participating agencies meet the Government's requirement for "maintenance of effort;" to encourage jobs that are meaningful and satisfying to the Senior AIDE; and to encourage host agencies to move AIDES from project employment status to the regular payrolls.

It has become increasingly evident that many AIDES between the ages of 55 and 62 are anxious to use the project as a means to seeking full-time employment in the regular labor market, while the majority over 62 are more interested in working part time in noncompetitive employment.

It is also clear that while some of the older persons (particularly those not yet eligible for Social Security or pension benefits) desire regular full-time paid employment, the vast majority of those 62 years of age and over are unable psychologically to undertake or adjust to jobs in the competitive labor market. For these persons, it is incumbent upon the government (Federal, State and/or local) to assume responsibility for the development of meaningful jobs in essential community services, noncompetitive in character with jobs in the regular labor market, and to provide funds in full or in part to public and private nonprofit agencies needing these services and establishing the jobs. At all times, however, the elderly person must be given the option of deciding whether he will eventually seek a part-time or a full-time job in the competitive labor market, or whether that person will remain in a government supported part-time community service job.

A. Rules and Regulations Affecting Eligibility of Elderly Persons for Employment as Senior AIDES

1. The definition of "family income" as a criterion for eligibility as established by the Office of Economic Opportunity and the U.S. Department of Labor is unrealistic.

According to current OEO guidelines, a two-member family is allowed a maximum annual income of $2,500, a 3-member family, $3,100, etc.

This is not only unrealistic but also unfair. It prohibits employing an individual with little or no income himself simply because he is living with a family group whose total income exceeds OEO's "family" poverty income level. The National Council of Senior Citizens several times has requested reconsideration and revision of this guide via the U.S. Department of Labor. To date, the Council has received no indication that any action has been taken on this request.

2. The earnings of the elderly in this currently temporary, part-time employment is being considered as a factor in determination of eligibility to continue to live in public housing. As a result of possible eviction, elderly persons qualified for employment as Senior AIDES must forgo the opportunity to work in this project.

Efforts have been made by the National Council of Senior Citizens to secure a uniform, national ruling that would eliminate these earnings from consideration, without success. National Council of Senior Citizens personnel have been told that such relief is permissible but must be negotiated community by community. It would seem that the precedent of waiving the income earned in work training programs such as the Neighborhood Youth Corps in computing "family incomes," as established by the National Capitol Housing Authority, in Washington, D.C., should be extended nationwide to the Senior AIDES demonstration project.

3. "Fringe benefits" need to be spelled out more specifically, and expanded to include provisions for medical examinations (and referral for corrective action) for each applicant considered for employment as an AIDE.

B. Flexibility in Hours of Work

The National Council of Senior Citizens Senior AIDES project was established as a part-time community senior service program, limiting work hours to 20 hours per week.

Local project directors have noted that there are numerous instances where both the agency using the Senior AIDE and the Senior AIDE are mutually desirous of the opportunity for a longer workweek.

Consideration will be given, if additional funds become available to expand the demonstration, to experiment with a variable hourly workweek, under guidelines that will be established by the National Project Sponsor and the U.S. Department of Labor.

C. Local Advisory Councils

Although the subcontracts with local sponsors require the establishment and use of local advisory councils, a considerable number of these local sponsors have failed to establish such councils. Even where they have been set up, there is little evidence that they are being used effectively.

The National Council of Senior Citizens (the prime contractor), plans to take appropriate steps to insure that these local advisory groups are set up and used. To that end, guidelines will be issued in the immediate future.

D. Community Acceptance

The agencies using Senior AIDES have enthusiastically accepted both the concept and the desirability of this project.

However, the Council has not found that the project—its concept and usefulness—is as well known as we would like throughout most of the communities in which the local projects are operating.

Steps will be initiated immediately to develop an informational and educational program, community by community, to extend knowledge about the concept and service throughout these com-

munities. This will be done through (a) an intensive program of information directed from the national project level, (b) the services of the local advisory committees, (c) the local clubs affiliated with the National Council, and (d) community public hearings (such as those already held in St. Louis, Mo.; Oakland and San Diego, Calif.; and in Buffalo, N.Y.).

E. Role of the U.S. Department or Labor[5]

Following the 1965 and 1966 antipoverty hearings before several subcommittees of the Senate Special Committee on Aging, the Subcommittee on Federal, State, and Community Services recommended legislation authorizing establishment of a National Senior Service Corps.

In 1966–67, several bills were introduced into the Congress in accordance with the recommendation. None were enacted into law. However, during the hearings on Senate bill S. 276, which had been introduced by Senators Harrison Williams, Jr. (D.–N.J.) and Joseph S. Clark (D.–Pa.) and with bipartisan cosponsorship, the Secretary of Labor agreed to establish a Senior AIDES program. (Details are discussed on page 10 of the *Report* on the National Council of Senior Citizens' Senior AIDES program, 1970, and Appendix 3 of this Working Paper.)

Although the legislation was not enacted into law, Secretary of Labor Wirtz used his discretionary authority to implement the objectives of the legislation.

The Secretary of Labor delegated to the Manpower Administration responsibility for contracting and working with the National Council of Senior Citizens, in establishing, funding and providing assistance in the operation of the Senior AIDES Project. This responsibility is carried out by a designated Project Manager. He provides Council's liaison with the Department of Labor and the Office of Economic Opportunity.

The contract for the Senior AIDES Project, signed with the Manpower Administration of the U.S. Department of Labor, contains the Council's proposal which outlines the features of the program content, the manner in which the project will be administered, and the funding and budget aspect. The contract was negotiated with representatives of the Manpower Administration and approved by them. Any further modifications of the contract must be approved by the Manpower Administration. Deviations from the basic elements outlined in these documents must receive prior approval from the Project Manager, except in those instances in which discretion has been given to the Senior AIDES Project Director.

The Project Director, as the prime contractor, as well as the local project directors as subcontractors, are required to adhere to the basic policies and standards that are provided by the Manpower Administration. These are interpreted, as needed, and supplemented with appropriate instructions to apply specifically to the Senior AIDES project. When the Project Director or his Associate Directors have questions of propriety and/or their authority in connection with the issuance of implementing information, the services of the Project Manager in securing information and advice are invaluable.

[5] For additional discussion, see Appendix 4.

The Manpower Administration participates in the selection and approval of localities in which the projects will be subcontracted; it advises on and approves job descriptions for Senior AIDES jobs; it requires regular reports and special reports. It monitors local projects on its own initiative, or in conjunction with Senior AIDES field representatives.

In many cases, the assistance of the Manpower Administration's Project Manager and staff services have been timely and most helpful. In other instances, the National Council's Senior AIDES Project Director and staff have not received as effective assistance as it would have liked. Some examples of the latter include:

1. The development of reporting forms that would provide needed and meaningful information for the management, planning, as well as evaluation of the demonstration project. For example, a format developed by the Senior AIDES staff to gather information on personal, social, and income data for applicants for Senior AIDES jobs was approved by the Project Manager and put into effect shortly after the project was contracted. About a year or so later, the project staff was instructed to use its report forms with forms that were being used for working training programs by the Manpower Administration. The National Council's Senior AIDES project staff called attention to the fact that the required forms—NYC forms identified as NYC–16 (Neighborhood Youth Corps Enrollee Record) and MA–102 (Individual Termination/Transfer Report) failed to be as relevant to the needs of a demonstration project serving older persons as the Senior AIDES forms. Permission to continue using the Senior AIDES forms instead of the NYC and MA forms was requested. This permission was refused with the advice that within its discretion the Council was not prohibited from using both the required reporting form and the Senior AIDES reporting form. The National Council did not feel it feasible to require busy local project staff to spend the time that would be required to fill out two sets of forms supplying enrollee data. Meantime, the Department of Labor has not yet provided appropriate and relevant reporting forms even though at a project director's meeting in May 1970, its representatives indicated that a more relevant form was being prepared.

2. Positive action on the request for a change in the definition of "family income" in the OEO's poverty income level criterion for employment in antipoverty programs. The prime contractor called attention to the inequity of the definition of this eligibility standard, and the extent to which it was placing an obstacle in the way of people who should be given an opportunity for employment. The Project Managers who have been assigned to the Senior AIDES project during the past 2 years have indicated that the matter was under consideration. It would be hoped that a positive reply for the Council's query might have been forthcoming long before now.

3. Delays in providing pertinent information as well as in responding to requests for information. A recent case that vividly illustrates this problem was that of the upward revision of the poverty income level guidelines issued by the Office of Economic Opportunity on December 1, 1970. On January 15, 1971, the Sen-

ior AIDES staff learned about this revision and in a letter to the Project Manager requested instructions concerning use of these revised guidelines for the Senior AIDES project. A telephone call to the Project Manager in February 1971, brought the information that these would not be in effect for Department of Labor or Mainstream programs until they were officially transmitted by letter from the Manpower Administration. It was not until April 1971 (4 months after OEO issued the revision), that the Senior AIDES local Project Directors were able to use these guidelines in considering applicants for Senior AIDES job openings.

It would be most helpful if the Project Manager would be able to devote more time than has been possible in the past to provide effective assistance to the project for which he is responsible.

F. Sponsors and Host Agencies

To demonstrate the needs, as well as the ability, of a wide range of community public and private nonprofit organizations to use the services of the elderly poor and to effectively and efficiently manage a program in which the government provides some financing, the National Council sought out agencies of a variety of disciplines and interests, but all viable in terms of community acceptance and financial status. The demonstration has shown that numerous types of agencies are able to assume responsibility for a local project.

In a few instances, a local subcontractor will find that the best use of the AIDES can be made by that agency itself. In most instances, the local subcontractor has developed necessary agreements and working arrangements to ensure maximum attainment of the project goals. Here, again, the kinds of local agencies using from one Senior AIDE to 15 or 20, are exceedingly varied. These latter agencies are identified as "host" or "user" agencies. Included are neighborhood houses, recreation departments, health and welfare councils, mental health hospitals, boys' clubs, public schools, model neighborhood planning agencies, art institutes, associations for the mentally retarded, community homemaker services, visiting nurse services, day care centers, etc.

The jobs created for Senior AIDES services are innovative, meaningful and useful, and vary from those which provide person-to-person services to office jobs. (See the *Report* on the National Council of Senior Citizens' Senior AIDES Program, pps. 23-32, which provides specific details concerning sponsoring agencies, host agencies and kinds of jobs that make up the Senior AIDES Project.)

The National Council firmly believes that the use of varied agencies and innovative jobs should be further expanded as soon as funds for expansion become available. It is also the firm belief of the National Council that its affiliated clubs are invaluable in helping decide upon sponsoring agencies.

G. Project Planning, Administration and Management

The National Council's experience with its plan of project planning, administration and management has on the whole been very effective. Minimal guidelines were established. Planning was done to meet the

operating needs of the total project. At the national level, a dedicated staff of young adults have provided the project directors in the local communities with technical assistance and with such other support as needed. Illness and death in the small field staff have not permitted as extensive field visiting as was originally planned. However, this is an aspect that will improve now that that national office is fully staffed.

The Council's experience has been that making the choice of a local project director and local staff the responsibility of the local sponsor has produced an outstandingly high quality of personnel. To improve this even further, the prime contractor plans to provide a statement of basic qualifications, job duties, and salary levels for the local project director. These would serve as a guide to the sponsor and make possible securing a more uniformly technically qualified administrator and to encourage a salary level consistent with the requirements of the job to be done.

Local advisory councils are essential to support an ongoing local project. The prime sponsor will take steps to emphasize this need and to provide guidelines for specific ways in which such committees should be used.

Guidelines for orientation training for both the Senior AIDES and sponsoring and host agency supervisors of Senior AIDES are essential. Plans are to develop and try these out during the coming year.

The opportunity for Senior AIDES to participate in education programs to enrich their lives as well as to provide a basic educational background is most desirable. Local sponsors will be urged to try to encourage community-based educational institutions to make such learning opportunities possible.

Reporting procedures and forms to provide the most effective and meaningful data to use in the demonstration for planning and administration are essential. The prime contractor will continue to urge the development of these by the Manpower Administration.

Guidelines for the conduct of the Senior AIDES project are being updated at the present time. These will provide the structure, the policy, and the rules and regulations which will guide the local project directors' operations.

CHAPTER III

NEED FOR A FOCAL POINT

The National Council of Senior Citizens has had, as one of its basic purposes, mustering support for, and stimulating, programs and services to meet the problems of the elderly, and especially of the elderly poor.

To this end, it has urged the establishment of an entity working from the highest possible vantage point in Government, whose function would be inspiring, stimulating, encouraging, planning and coordinating programs and services for older Americans. These programs and services would, however, be effectuated through regularly established governmental agencies.

When in 1962 the late Congressman John Fogarty and Senator Patrick McNamara first introduced the legislation known as the "Older Americans Act," they asked for the establishment of an independent U.S. Commission on Aging.[1]

With enactment of the Older Americans Act in 1965—establishing a U.S. Administration on Aging—some observers hoped that a major step had been taken forward.

But progress has been much slower than is needed and desirable. The Administration on Aging may have a great, unrealized potential; but, it is questionable whether that potential can ever be realized, with the agency downgraded to a place near the bottom of the organizational totem pole [2] in the sprawling U.S. Department of Health, Education and Welfare.

Older Americans are concerned, as they see instance after instance of the low level of awareness on the part of Federal officials of the desperate problems of the elderly in the United States. The Administration on Aging has not gained stature and influence sufficient to raise substantially the awareness of the problems of the elderly throughout the Federal establishment, nor at the State and local levels of government.

Furthermore, the Administration on Aging has always been underfinanced and understaffed. Thus, even if it had plans and was in position to exercise influence through the governmental agencies, it would be hard pressed to extend itself to any significant degree in such an effort.

Currently, there has been what must be considered a further indication of lack of concern for a comprehensive approach to meeting the problems of the elderly. In response to the administration's pressure for decentralization from Washington to the field, responsibility for action under title IV of the Older Americans Act (Research and Development) and for action under title V (Training) has been transferred to the Social and Rehabilitation Services in the regional

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[1] Early history of the Administration on Aging is reported in the March 19, 1971, Memorandum, "Administration on Aging—Issues Relating to Organization and Administration," prepared by the Education and Public Welfare Division, Legislative Reference Service, The Library of Congress, for the U.S. Senate Special Committee on Aging.

[2] For a discussion of effects of HEW reorganizations and policy decisions, see "Developments in Aging—1967," and "Developments in Aging—1970."

offices of HEW. This would seem to fragment needed action on a national basis and to further downgrade the influence and ability of the Administration on Aging to function in the manner intended by the late Senator McNamara and Congressman Fogarty.

NO EFFECT ON OTHER AGENCIES

It is not realistic to expect the Administration on Aging as a part of HEW to stimulate, for example, the U.S. Department of Labor to greater efforts in seeking answers to the income and employment problems of the elderly. How much influence can it have in stimulating other governmental departments, when it seems unable to persuade its parent organization to take a real interest in researching the aging process in humans—biological, psychological, and sociological. Social scientists, physicians, gerontological experts, all agree that more basic research is needed in the process of aging. Yet, because no one agency has ever undertaken such research (except to some small degree in the National Institute for Child Health and Human Development), many well-trained and dedicated researchers have overlooked challenges in this field.

At the present time, while there is an Administration of Aging in the U.S. Department of HEW, there is no similar agency, nor even a single person, in the U.S. Department of Labor with responsibility to stimulate or coordinate policies, programs, or research for the elderly.

This lack is a continuously growing concern on the part of the elderly, themselves, as well as of those who desire that the elderly have the opportunity to live out their lives with dignity, selfr espect, and services to which they are entitled. Statistics in the Task Force Report on Economics of Aging and the 1970 Report of the Senate Special Committee on Aging provide proof of the continuing deprivation of retired Americans. Studies of needed services and goods reflect the consequences of inadequate *personal* incomes to elderly individuals and couples.

These studies point to the need to continue and expand existing governmental programs, and to create new programs, partly as a result of the inferior economic status of senior citizens. Economists have pointed to the increasing proportion of the elderly in the poverty population.

Studies have indicated that vast numbers of persons 55 years of age and over, are far below the poverty income level. With increasing age, income available to these individuals decreases. Those with little education, members of minority groups, women living alone, have markedly less income when forced out of employment than the better educated, the white person, and the woman living with a spouse. Once unemployed, older workers face greater risk of long-term joblessness than younger workers. (See also Chapter I.)

Information such as this should be the basis of comprehensive planning and programing by the U.S. Department of Labor to help the impoverished elderly increase their incomes through meaningful paid employment. There have been some piecemeal efforts to develop programs but the aggressive coordinated effort is lacking. There is no indication of a commitment on the part of the U.S. Department of Labor to help this segment of our society.

CHAPTER IV

RECOMMENDATIONS FOR GOVERNMENT ACTION ON EMPLOYMENT OF THE OLDER WORKER

1. ACTION BY CONGRESS

The most important actions required to meet the employment needs of the middle-aged and older workers are:

1. Establishment of a comprehensive national program to provide for the creation of special jobs, employment opportunities, training, and supportive services for middle-aged and older workers.
2. Establishment of a national older American Community Service program.

Statistics show that the worker 45 years of age and over is particularly hard hit by unemployment. He is more likely to lose his job and more likely to stay unemployed longer than the younger worker. Today persons 45 years of age and over constitute 43 percent of the unemployed who remain unemployed for 27 weeks or longer.

Sporadic unemployment during the middle years is the beginning of poverty-stricken old age. The middle-aged worker, who has had steady employment throughout his career, finds when he is unemployed—even through no fault of his own—that he is unable to find suitable employment. Often with the loss of his job, he has also lost his retirement fund benefits. Because of subtle forms of age discrimination he is unable to find employment with pension coverage. Thus, in what he had thought would be his most productive years, the years in which he would save for his retirement, he finds himself barely able to provide for even his current living needs.

The experience of the Senior AIDES program has demonstrated that a national older American Community Service program would benefit both older persons and the general community. In the cities where the Senior AIDES program has operated, it has provided socially-useful part-time employment for low-income elderly persons; and improved and expanded existing community services. The program has given older persons a chance to be useful and active again. In a work-oriented society, this is as important—if not more so—as the provision of additional income.

The Senior AIDES program has provided chronically understaffed social services with much needed assistance. With a minimum of formal job training, but a lifetime of learning experience, Senior AIDES have performed a wide range of services. AIDES have done routine tasks so that agency professionals could concentrate on duties that only they could perform (e.g., a Senior AIDE at a neighborhood health clinic assists patients to fill out initial forms, freeing the nurse to spend more time counseling on health problems). AIDES have provided specialized services that the agency was unable to

provide because of insufficient staff (e.g., a bilingual Senior AIDE translates the advice of a consumer counselor to members of the Mexican-American community).

There are currently three pieces of legislation before the U.S. Congress that would establish a comprehensive national employment program for middle-aged and older workers, and a national older American Community Service program.

These bills are: S. 1307, introduced by Senator Jennings Randolph (D.-W. Va.): S. 555, The Older American Community Service Employment Act, introduced by Senator Edward M. Kennedy (D.-Mass.); and S. 1580, a bill to provide increased employment opportunities for middle-aged and older workers, introduced by Senator Charles Percy (R.-Ill.). All of these bills have bipartisan support.

The National Council of Senior Citizens strongly recommends that Congress give immediate and careful attention to these bills, and then pass legislation in this session to establish both a comprehensive employment program for middle-aged and older workers and a national older American Community Service Employment program.

The National Council of Senior Citizens also recommends the following legislative action to implement the dream of the late Senator McNamara and the late Congressman Fogarty, to provide for meaningful and effective services to the elderly:

1. The establishment by the U.S. Senate Special Committee on Aging of a task force of specialists on the elderly to determine what kind of organization could best serve as a visible and articulate spokesmen for the elderly, commanding the respect and wholehearted cooperation of all our Federal agencies.[1]

2. Encouragement of legislation to call for the appointment of a Special Assistant on Services to the Elderly, responsible to the top level administrative official in each governmental agency with major responsibilities affecting the lives and welfare of elderly persons.

2. ACTION BY THE U.S. DEPARTMENT OF LABOR

The National Council of Senior Citizens recommends:

1. The establishment of a departmental Commission on Problems of and Services for the Elderly, with a chairman and small staff to stimulate, encourage, provide leadership and coordinate planning and implementation of plans within the Department of Labor.

2. The commission and its chairman would be located in the office of the Secretary of Labor, and would report to him.

3. Establishment of at least a Special Assistant on Problems and Services for the Elderly in the top administrative echelon of each Administration, Bureau or Service within the Department to serve as liaison with the Departmental Commission, and with the Administrations, Bureaus or Services whose functions include research, planning, programing or administering services for the elderly, to which he or she is assigned.

[1] Senator Frank Church, Chairman of the Senate Special Committee on Aging, announced on June 24, 1971, that he had appointed an Advisory Council to study the issue described above. The 20-member council conducted its first meeting on July 8–9, 1971.

4. The Chairman of the Departmental Commission, together with the Special Assistants should serve as the Executive Committee for the Problems of and Services for the Elderly within the U.S. Department of Labor.

As an alternative, the National Council of Senior Citizens recommends that:

1. A Special Assistant for the Problems of and Services for the Elderly to be established in the office of the Administrator of the Manpower Administration of the U.S. Department of Labor;
2. That the Special Assistant be provided with necessary professional and clerical staff; and, that
3. The Special Assistant and his professional staff have responsibility for implementing congressional, as well as departmental intentions in the area of manpower services by taking the initiative in planning, developing, and coordinating programs for the elderly, working with and through existing Manpower operating organizational and functional structure.

APPENDIXES

Appendix 1

STATEMENT ON POLICIES AND ORGANIZATION OF THE NATIONAL COUNCIL OF SENIOR CITIZENS

The National Council of Senior Citizens, which was established in August 1961 as an ad hoc committee to work for the enactment of health care for the aged under the Social Security system, was incorporated as a permanent, private nonprofit agency on March 20, 1962, and the organization held its first annual convention in the Willard Hotel, Washington, D.C., on May 25–26, the same year.

According to the articles of incorporation, the particular business and objectives of the National Council are "to provide a nonprofit and nonpartisan council of senior citizens and senior citizen groups; to provide educational materials and information; to conduct workshops, institutes and other educational programs; and, to act as a clearinghouse on matters of interest to senior citizens."

The constitution and bylaws which were approved at the first convention reaffirmed these broad objectives and the National Council began to move in many areas to focus attention on the plight of the elderly. Though enactment of Medicare was the first priority of the National Council's early years, health care was not its only concern. An adequate income, decent homes, a meaningful retirement, were other priorities for older Americans which were developed as the National Council's membership base grew to over 3,000 affiliated clubs with combined memberships of over 3 millions. The very first objective which was approved at the initial convention in 1962 was: "To promote the interests of senior citizens of the United States in harmony with the national interest."

Consequently the National Council has sought to serve not merely as a special vested interest group. It has no intention of promoting competition between the young and the old for necessary service programs. It has attempted to awaken community councils, State legislatures and the U.S. Congress to their responsibilities toward the elderly—by maintaining a balanced effort on behalf of **all** segments of the populations. Its members as individuals take pride in accepting their responsibilities for and their obligations to their children and grandchildren. As an organization, the members have formed coalitions with groups of younger people to press for reforms, such as strengthened consumer protection and improved health care delivery, that would benefit all age groups.

Nonetheless, it must be recognized that today's elderly are the men and women who lost jobs, homes and savings in the Great Depression.

They survived the depression and helped build a period of unparalleled prosperity but, for millions of them, the depression never ended.

Today the elderly poor are the fastest growing segment of the poverty population.

To meet the goal of a better life for all Americans, including the elderly, the Council seeks:

- An adequate income, in retirement, to permit all elderly to live with dignity;
- Medicare and Medicaid improvements looking toward the establishment of comprehensive health care;
- Decent housing at rents the elderly can afford, and property tax relief for elderly home owners with limited incomes;
- Employment programs in local community service, designed for the elderly who are physically capable and want to work;
- Development of adequate local and nationwide public transportation service for the elderly, including reduced fares; and
- Consumer protection and adequate legal services for the elderly poor.

The Council recognized that the primary ingredient of a happy old age is an adequate income and the social and psychological well-being that comes from financial independence. A person who is freed of financial worries, is better able to contribute to the society in which he lives. This, in turn, adds immeasurably to the person's morale by making him feel needed and useful.

Appendix 2

MAJOR LEGISLATION CONCERNING EMPLOYMENT OF THE ELDERLY SINCE 1960 [1]

This appendix contains a summary of legislative actions concerning employment of the elderly and a history of legislative actions attempting to create a Senior Community Service program.

SUMMARY OF MAJOR LEGISLATION REGARDING EMPLOYMENT OF THE ELDERLY, 1960–70

The progress of the last decade is indicated in the report of the Senate Special Committee on Aging, "Developments in Aging—1970," which lists as a major legislative action "the passage of legislation to authorize the President to designate the first full week of May as 'National Employ the Older Worker Week.' "

With the exception of the Age Discrimination Act of 1967, there were few pieces of enacted legislation which have dealt directly with employment of the elderly. Major innovative domestic legislation, such as the Manpower Development and Training Act and Economic Opportunity Act, contained no provisions dealing specifically with the elderly. Only through amendments in subsequent years was any attention given to the issue.

The most comprehensive manpower legislation of the decade, the Employment and Training Act of 1970, which had specific provisions for the middle-aged and older worker, was vetoed by President Nixon.

The legislation that has been passed has not had the impact hoped for by its sponsors and supporters. The record of achievements shows piecemeal efforts—programs that were never funded or funded inadequately, programs that didn't succeed because they attacked only a small part of the problem, pilot programs that were successful but were never expanded to the nationwide programs. Little has been done to implement the objectives of two major pieces of legislation affecting the elderly—the Older American Act of 1965, which established the Administration on Aging, and the Age Discrimination Act of 1967. The AoA, which was to be a major government agency to promote new programs for the elderly, and coordinate existing ones, has never been more than a small agency hidden in the HEW complex.

[1] The material for this appendix is drawn from four major sources: The *Report* of the first 18 months of the Senior Aides program (published January 1, 1970); *Developments in Aging*, a report prepared annually since 1963 by the U.S. Senate Special Committee on Aging; *Major Legislation Affecting Older Americans from 1960 through 1969*, by Evelyn Howard, Legislative Reference Service, The Library of Congress; and *Senior Citizens News* published monthly by the National Council of Senior Citizens.

A. Age Discrimination

Although one of the objectives of the Older American Act was to provide "opportunity for employment without age discrimination," the AoA has been able to do little to achieve it. When the Age Discrimination Act was passed, the Department of Labor was given the responsibility of enforcing its provisions. The AoA has not had the prestige necessary to ensure that the Department of Labor devoted adequate attention to enforcing the provisions of the act. The intent of the act was to "promote the employment of older workers based on their ability; and to prohibit age discrimination against workers between 40 and 65 years old by employers, employment agencies, and labor organizations." It authorized the Secretary of Labor to carry on an education and research program to reduce the barriers to employment for older workers.

(Major Legislation, Legislative Reference Service, p. 24.)

If a complaint is filed, efforts must first be made to eliminate the alleged discriminatory practice through conciliation, conference and persuasion before legal proceedings are instituted. Only after such attempts have failed are the civil remedies and recovery procedures available for enforcement of the act.

The 1969 and 1970 editions of the Senate Special Committee on Aging's annual report, "Developments in Aging," show that by the end of 1970, "only 15 court proceedings to enforce compliance had been instituted under the act." (See Chapter I, for more discussion of the failure to enforce effectively the Age Discrimination Act.)

B. Public Welfare, and Social Security Amendments

Provisions of both Public Welfare Amendments and Social Security Amendments encouraged their beneficiaries to seek part-time employment.

The Public Welfare Amendments were based upon a major principle of welfare reform—permitting recipients to supplement their benefits with earned income.

The Amendments of 1962 contained provisions that—for the first time—permitted States to allow recipients to retain up to $30 a month of earned income without having their old-age assistance checks reduced. States were given the option, in determining need, of disregarding the first $10 and half of the next $40 of monthly earned income. In October 1965, the amount of income was increased from $30 to $50. ("Major Legislation", Legislative Reference Service, p. 3 and "Developments in Aging," 1967, U.S. Senate Special Committee on Aging, p. 27).

By the end of 1970, seven States had adopted the 1962 Amendments, 29 States had adopted the 1965 Amendments, and one State was considering implementation. Thirteen States had informed the U.S. Department of Health, Education and Welfare that they did not wish to implement the Amendments. Of the five States with the largest number of old-age assistance recipients, three (New York, Alabama, and Texas) are included among those States that did not want to implement the amendments.

The Social Security Amendments of 1965 and 1967 increased the amount a beneficiary could earn without having his Social Security benefits reduced. ("Major Legislation," Legislative Reference Service, pp. 2 and 27).

Neither the Public Welfare Amendments nor the Social Security Amendments have substantially increased the number of elderly employed persons. In the case of the Public Welfare Amendments, the slowness of the States to implement the amendments hindered a test of their effectiveness. Even in the States, however, that implemented the amendments, there was no discernible increase in employment of old-age assistance recipients.

Part of the explanation is that the amount of earnings that beneficiaries were allowed to keep was so small as to be negligible.

The most important reason, however, for the ineffectiveness of both the Public Welfare and Social Security Amendments is that no suitable employment was available for the overwhelming proportion of elderly persons. Without the parallel creation of job opportunities, the income provisions of the amendments were meaningless.

C. Manpower Development and Training Act

The Manpower Development and Training Act of 1962 did not deal directly with the elderly but it "was expected to help middle-aged and older workers, since many of the unemployed are age 45-and-over and are more heavily represented in the long-term unemployed." ("Major Legislation," Legislative Reference Service, p. 5.)

Four years later, the 1966 Amendments to the act had a provision which directed the Secretary of Labor to "provide, where appropriate, a special program of testing, counseling, selection and referral of persons 45 years of age or older for occupational training and further schooling designed to meet the special problems faced by such persons in the labor market." ("Major Legislation," Legislative Reverence Service, p. 22.) There has been no consistent effort by the Department of Labor to implement that provision. (See Chapter I, for a full discussion of the U.S. Department of Labor's services and programs for the elderly.)

D. Economic Opportunity Act

The Economic Opportunity Amendments of 1966 "provided that the Office of Economic Opportunity carry out studies and investigations to develop programs providing employment opportunities and public service opportunities." ("Major Legislation," Legislative Reference Service, pp. 22, 23.)

> The Economic Opportunity Amendments of 1967 provided programs designed to deal with long term unemployment among persons 55 years and older. Employment of such persons as regular, part-time and short-term staff in component programs would be encouraged. A new program, Senior Opportunities and Services, was established to identify and meet the needs of older, poor persons above the age of 60 in many areas such as in the development and provision of new employment. Employment of those 55-and-over was encouraged in Community Action programs. . . . ("Major Legislation," Legislative Reference Service, p. 25.)

The full implementation of the 1967 Amendments, which were intended to increase dramatically OEO's aid for the elderly poor, was severely limited by lack of funds. (OEO Annual Report to the U.S. Senate Special Committee on Aging, Developments in Aging, 1968, p. 201.)

Because of inadequate funds, OEO has placed its emphasis on serving the older poor through its general programs. (OEO Annual Report to the U.S. Senate Special Committee on Aging, Developments in Aging, 1969, p. 257.) There have been expressions of concern by OEO officials and several reorganizations within the agency, but there have been no major programs for the elderly poor.

The OEO-funded Manpower programs, which are administered and operated by the Department of Labor, have largely ignored the elderly. Fewer than 6,000 elderly persons were employed in 1970 by Operation Mainstream, the major manpower program for the elderly (see Chapter I, for more discussion). Of the over 200 Senior Opportunity and Services programs, only several have employment as their primary focus.

The Foster Grandparent program, which has received the most publicity of any antipoverty program for the elderly, was not substantially increased when its status changed from an experimental program to an ongoing program.

The program recruits, trains, and employs elderly poor persons to work part time with neglected, disturbed and disabled children.

It was established as an experiment in 1965 and administered jointly by the OEO and AoA until 1970 when it was transferred to the AoA and became an ongoing program. As an experiment in 1968, it employed 4,000 foster grandparents; as an ongoing nationwide program in 1970, it had 4,300. Now, as mentioned earlier in this report, the administration is urging that the program become a volunteer program and be transferred from AoA to ACTION, an agency that will coordinate volunteer activities.[2]

E. Vocational Rehabilitation

In a speech on the Senate floor, Senator Harrison Williams, then Chairman of the Senate Special Committee on Aging, called attention to a provision of "The Vocational Rehabilitation Amendments of 1968" that was of particular importance to the elderly.

> The Vocational Rehabilitation Amendments of 1968 included a provision that expanded "the definition of disadvantaged individuals" to include individuals disadvantaged by advanced age, for the purposes of determining eligibility for services under the vocational evaluation and work-adjustment program proposed by the bill. Thus, for the first time in the history of Federal vocational rehabilitation legislation, older persons will be eligible for vocational rehabilitation assistance solely on the basis of age, without reference to whether they are suffering a physical or mental disability.—From "Development in Aging," 1969, U.S. Senate Special Committee on Aging, p. 65.

[2] The transfer of these two programs to ACTION took place on July 1, 1971.

The funds to carry out the programs described in this provision of the amendments were never allocated.

F. Employment and Training Opportunities Act of 1970

On December 12, 1970, the Senate and House passed the Employment and Training Opportunities Act. The act incorporated the major provisions of the earlier Middle-Aged and Older Workers Employment Act which had been introduced in May of the same year by Senators Jennings Randolph, Harrison Williams and Edward Kennedy.

This bill, if enacted, would have established a comprehensive national effort to provide special job development, training, and supportive services for older and middle-aged workers.

Among the major provisions for middle-aged and older workers that the Employment and Training Opportunities Act contained are:

> Establishment of a midcareer development services program in the Department of Labor to assist persons 45 and older to find employment by providing training, counseling and other needed services.
>
> Directs the Secretary of Labor to designate full-time personnel experienced in manpower problems of middle-aged and older workers to have responsibility for program leadership, development and coordination.
>
> Supportive services for occupational advancement for employed workers who may be in a "dead-end" job.
>
> Training for unemployed individuals to prepare them for for needed jobs in the economy.
>
> Broad authority for the Secretary of Labor to conduct a wide range of research and demonstration projects to focus on the special problems of the mature worker.
>
> Authorizes the Comptroller General to undertake a study to help increase job opportunities for older persons in the executive branch in part-time employment and job redesign.
>
> Directs that a special section in the manpower report of the President be devoted to means of maximizing employment opportunities for persons 45-and-over in federally supported manpower programs. ("Developments in Aging," 1970, U.S. Senate Special Committee on Aging, pp. 94, 95.)

On December 16, 1970, President Nixon vetoed the bill. In his veto message, the President expressed his strongest opposition to the bill's two provisions that created public service jobs and increased the number of narrow-purpose programs in the Department of Labor from 14 to 22.

The President's message stated that the bill had been vetoed:

> Because it ignored the lessons of the last decade and would create a national manpower program that would relegate large numbers of workers to permanent, subsidized employment. Such a program would limit, not expand individual opportunity. . . .
>
> The conference bill provides that as much as 44 percent of the total funding in the bill goes for deadend jobs in the public sector. Moreover, there is no requirement that these

public sector jobs be linked to training or the prospect of other employment opportunities. WPA jobs are not the answer for the men and women who have them, for government which is less efficient as a result, or for the taxpayer who must foot the bill. Such a program represents a reversion to the remedies that were tried 35 years ago. Surely it is an inappropriate response to the problems of the seventies.

The conference bill raises the number of narrow-purpose program categories from 14 to 22, whereas the administration's proposal would have established a single, broadly defined manpower program. These narrow categorical programs would continue to hamstring the efforts of communities to adjust to change in their local needs. . . .

Transitional and short-term public service employment can be a useful component of the Nation's manpower policies. . . . But public employment that is not linked to real jobs, or which does not try to equip the individual for changes in the labor market, is not a solution. ("Congressional Record," December 16, 1970, pp. 20348–49.)

Senator Gaylord Nelson, who had been the floor manager for the original legislation and who led the fight to override the veto, countered the reasoning of the President's message.

In responding to the message's charge that the bill would create "deadend WPA-type jobs," Senator Nelson said:

Nothing could be further from the truth.

In fact, the most significant dispute we have had with the administration spokesmen on this issue has been our absolute determination that the public service jobs in this bill would be good jobs. with a strong guarantee of training, opportunities for promotion and career development, and assurance that the employees would either move up within public service or out to jobs in the private sector. . . .

The Labor Department tried to make certain that the public service jobs in the bill were purely temporary by limiting the period of employment—limits ranging from 6 months to 2 years were proposed. We defeated this position in committee and on the Senate floor.

The Labor Department tried to tie the hands of Mayors, Governors and county executives with a request that they agree in advance to move public service employees into private jobs or lose some or all of their 80-percent financing of the program.

This was a totally unworkable provision. How can the Mayor of Seattle, with unemployment at 12 percent or more of the work force, certify in advance that he will place the people in private jobs next year? It was one more step in the effort to downgrade public service employment and the Senate and House conferees rejected this proposal.

In answering the charge that the bill would raise the number of narrow-purpose program categories from 14 to 22, Senator Nelson said:

> The numbers used in the veto message are meaningless. There are not 14 programs in the present law and there are not 22 programs in the vetoed bill.
>
> Most of the existing programs are not even mentioned in the existing law. They operate under the broad authority given to the Secretary of Labor.
>
> The Labor Department has repeatedly assured us that most of the present programs will be continued, in approximately the same manner, whether they are mentioned in the law or not. (Senate debate as reported in "Senior Citizens News," January, 1971.)

On December 21, the Senate voted 48 to 35 to override the veto, but failed by 8 votes to meet the necessary two-thirds requirement for passing the bill without the President's signature ("Developments in Aging," 1970, p. 95).

Appendix 3

HISTORY OF THE SENIOR COMMUNITY SERVICE PROGRAM [1]

1. FIRST WHITE HOUSE CONFERENCE ON AGING

According to William E. Oriol, director of the professional staff of the U.S. Senate Special Committee on Aging, the origin of this concept goes back to the 1961 White House Conference on Aging.

The legislation which led to that conference stated that "the Congress hereby finds and declares that the public interest requires the enactment of legislation to formulate recommendations for immediate action in improving the development of programs to permit the country to take advantage of the experience and skills of the older persons in our population."

Testifying before the U.S. Senate Special Committee on Aging's Subcommittee on Employment and Retirement Incomes of the Elderly in December 1963, Daniel P. Moynihan, Assistant Secretary of Labor in the Kennedy administration, told of the need for more part-time employment opportunities for senior citizens.

Moynihan emphasized the great potential value to older persons of the Senior Citizens Community Planning and Services Act of 1963. One part of that bill provided $10 million per year, for 5 years, to State and local governments and approved nonprofit agencies to encourage the development of special employment projects for older persons in local community activities.

2. NATIONAL SENIOR SERVICE CORPS SUGGESTED

In 1964, the Senate Special Committee on Aging published recommendations and comments urging increased employment opportunities for the elderly. This report called for the establishment of a National Senior Citizens Service Corps that would serve the needs of older adults who would welcome the opportunity for useful activity and the general public which would benefit from their services.

The committee asked Congress to enact legislation authorizing a new program of grants for experimental and demonstration projects to stimulate needed employment opportunities for older Americans.

The committee urged:

> The Federal Government, through the Department of Labor, should provide funds on a matching basis to State and local governments or approved nonprofit institutions for experiments in the use of elderly persons in providing needed services.

[1] Appendix 3 is reprinted from the report of the first 18 months of the Senior AIDES program (published January 2, 1970).

A year later, the Older Americans Act was passed. It called for:

> Pursuit of meaningful activity for the elderly within the widest range of civic, cultural, and recreational opportunities.

In a report to Congress in June 1965—The Older American Worker—Secretary of Labor Willard Wirtz said:

> There are many community tasks on which older persons can be employed. There are substantial community needs that have not been met and for which local authorities do not have funds.
>
> A great deal of this work can be done by older workers and would be if Federal assistance were available in a form similar to the present financing of the Neighborhood Youth Corps. Community work would recapture and preserve human abilities, utilize manpower, provide satisfying occupation, and forestall additions to the mounting welfare case load.
>
> Local communities should be encouraged and assisted to develop employment opportunities in cooperation with private enterprise as well as through public and nonprofit agencies. Participation by private enterprise in the administration of Job Corps projects and on-the-job training programs under the Manpower Development and Training Act and the Job Development program opens new horizons for ingenuity and innovation.
>
> There are, and are likely to continue to be, however, tens of thousands of workers with inadequate sources of income and no employment prospects, who are over 55, have exhausted unemployment compensation and are not yet eligible for retirement benefits.
>
> **It is not right or reasonable that those whom the economy has displaced at ages between 55 and 65 in the course of technical progress, and whom it will not take back into productive employment, should suffer because of the unavailability of work opportunity. A special program to meet the income needs of this limited group should be considered not only on its own merits but to reduce the growing pressure for a costly early retirement system.**

3. LEGISLATIVE BILLS INTRODUCED

In 1965, Charles E. Odell, now Director of the Office of Systems Support, Training and Employment Services, Manpower Administration, Department of Labor, suggested to the Senate Special Committee on Aging that a Senior Service Corps should be established. Odell wrote the Committee:

> There is a great need to initiate action on a national senior citizens service corps and a counterpart neighborhood senior citizens service corps which would provide both paid and nonpaid service opportunities for qualified and trained middle-aged and older people from the ranks of the poor.

Following the 1965 and 1966 antipoverty hearings before several subcommittees of the Senate Special Committee on Aging, the Sub-

committee on Federal, State and Community Services recommended legislation authorizing establishment of a National Senior Service Corps.

On February 4, 1966, Senator Harrison Williams, Jr., of New Jersey, introduced Senate Bill S. 2877 which called for Federal "funds and technical assistance to nonprofit private organizations, municipalities, counties, and States for community service programs to utilize the abilities, enthusiasms, and energy of men and women of age 60 and over."

On May 9, 1966, Senator George Smathers, of Florida, introduced a bill similar to S. 2877 but calling for the utilization of highly talented professional and specialized types of older people.

Hearings on these bills in May and June of 1966 produced useful information on what a national community service program could mean to elderly participants and to their neighbors. One witness said that the program could be as important to one generation of Americans as the GI Bill of Rights after World War II was to veterans of that era.

In his testimony at these hearings, William R. Hutton, Executive Director of the National Council of Senior Citizens, urged:

> A program that meets the needs of those who have to work because of financial requirements or to satisfy a desire to continue to participate.
>
> There is little doubt that more than nine out of 10 older people seeking these opportunities will be motivated primarily by income needs, although they will also welcome the opportunity to be of service.

A. Bill Passes U.S. Senate

Senator Williams' bill, S. 2877, passed the Senate in the 89th Congress, but the House did not act on it.

On January 12, 1967, Senate Bill S. 276 was introduced by Senator Williams for himself and Senator Joseph S. Clark of Pennsylvania, with bipartisan support. Cosponsors were Senators Hiram L. Fong (Hawaii), Philip A. Hart (Mich.), Vance Hartke (Ind.), Daniel K. Inouye (Hawaii), Jacob K. Javits (N.Y.), Edward M. Kennedy (Mass.), Robert F. Kennedy (N.Y.), Thomas H. Kuchel (Calif.), Edward V. Long (Mo.), Walter F. Mondale (Minn.), Wayne Morse (Ore.), Gaylord Nelson (Wis.), Claiborne Pell (R.I.), Jennings Randolph (W. Va.), Abraham Ribicoff (Conn.), George A. Smathers (Fla.), and Ralph W. Yarborough (Tex.). On February 28, Senator Williams asked that the next printing include Senator Jack Miller (Iowa).

Forty-seven members of the House of Representatives introduced identical or similar bills.

This legislation would have amended the Older Americans Act of 1965 to provide for a National Community Senior Service Corps. It proposed that sponsors of community service projects would be nonprofit or public agencies—schools, hospitals, community development recreation members and the like. Only people 60-and-over would be employed. Rates of pay would be "appropriate and reasonable."

This legislation placed responsibility for funding and directing the program in the U.S. Department of Health, Education, and Welfare.

The Executive Committee of the President's Council on Aging approved the proposed Senior Service program. The Department of Health, Education, and Welfare included this proposal as one title—Special Projects To Stimulate Employment Opportunities—of the Smathers-Mills bill introduced at HEW's request. Responsibility for this specific title was assigned in the bill to the Secretary of Labor.

B. Labor Secretary Makes a Commitment

In 1967 testimony on S. 276 before the Subcommittee on Aging, Secretary of Labor Wirtz made a commitment to implement the objectives of S. 276 to set up a program using current appropriations, administrative structures, and procedures recommended to Congress.

Assistant Secretary of Labor Stanley H. Ruttenberg immediately assigned Louis H. Ravin, his Special Assistant for Older Workers, to follow through on this commitment. Ravin moved to set up a joint committee of representatives of the Department of Labor, Department of Health, Education, and Welfare, and Office of Economic Opportunity to:

1. Arrive at definitions and divisions of responsibility and allocation of funds.
2. Determine funds to be earmarked for the Community Senior Service program, over and above funds expended for such purposes during 1967. (This additional sum was to be not less than $9 million from all sources.)
3. Identify the appropriate and feasible sources of such funds from appropriations for the Economic Opportunity Act, the Older Americans Act, and the Manpower Development and Training Act.
4. Develop methods by which the Labor Department's Bureau of Work Programs, the U.S. Employment Service, and the Bureau of Apprenticeship and Training could promote, establish, and support community service programs for persons 55 years of age and over through national, State, and local public and private nonprofit sponsors.

Special Assistant Ravin sought to have $10 million earmarked for this program. He recommended that $6- to $7 million come from the antipoverty funds available to the Labor Department under a 1967 amendment to the Economic Opportunity Act jointly sponsored by Senator Gaylord Nelson (Wis.) and Congressman James Scheuer (N.Y.), and that an additional $2- to $3 million come from the unapportioned account of Manpower Development and Training Administration funds.

Consequently, although S. 276 was not enacted into law, Secretary of Labor Wirtz used his discretionary authority to put the concept of a Senior Community Service program into operation, using funds that were available to the Department of Labor for related programs.

C. Continuing Efforts To Establish Senior Community Service Program

Since the demonstration Senior Community Service programs have operated successfully for several years, there have been renewed efforts to pass legislation to create a national program.

During the current session of Congress, Senator Kennedy along with 15 other Senators has introduced the Older American Community Service Employment Act (S. 555). The bill is identical to S. 3604 which was introduced in 1970 (see also Chapter I.)

The proposed legislation would provide new opportunities for community service employment in antipollution and community beautification programs and in public health, public education and community social service programs. The Senate Special Committee on Aging and the Subcommittee on Aging of the Senate Committee on Labor and Public Welfare have scheduled hearings on the bill for July 1971.

Appendix 4

THE ROLE OF THE PUBLIC EMPLOYMENT SERVICE (MANPOWER SERVICES)

In planning the Senior AIDES program, the National Council of Senior Citizens followed the precept laid down in 1967 by the then Secretary of Labor, Assistant Secretary of Labor for Manpower, and Special Assistant for Older Workers, that the services of existing Department of Labor organizational units be utilized to the maximum in developing and carrying on the demonstration community senior service projects. This meant utilizing to the fullest degree the Public Employment offices services and the Concentrated Employment program structure and personnel.

With the cooperation of the Director of the United States Employment Service the National Council of Senior Citizens was able to secure the part-time services of a retiree from Federal service, to participate in the planning and development of the program. As an employee of the U.S. Department of Labor, she had come to know the strengths and weaknesses of the State and local offices of public employment service. She had also participated in efforts to improve local office services to older workers.

At the time the Senior AIDES program was planned, the Manpower Administration of the U.S. Department of Labor had as a major organization unit, operating with the States a public "employment service." The unit, at the national level was identified as the "U.S. Employment Service." The counterpart in each of the States, was the "State Employment Service, affiliated with the U.S. Employment Service" which operated local Employment Service offices. Today, the U.S. Employment Service has been eliminated and its function allocated to various units within the Manpower Service. In most, if not all, of the States, the State Employment Service is now absorbed into the State Manpower Service, with responsibilities beyond those of just employment service. Local offices likewise have been restructured and are now local Manpower Offices, which include the functions of the public employment services. Notwithstanding the foregoing, this document will continue to identify the agencies providing public employment service functions as the U.S. Employment Service, the State Employment Service, and the local Employment Service offices.

1. CONSTANTLY SHIFTING EMPHASIS

The history of the U.S. Employment Service and its affiliated State and local employment service offices reflects the fluctuations in emphasis and attitudes, growing out of changing pressures, in the actions it has taken or has not taken. These are the constantly changing

emphases and attitudes placed upon the public Employment Service by the national policymakers and money dispensers—the national administrations, the secretaries of the U.S. Department of Labor, the U.S. Budget Bureau directors and their top level staff.

Starting out as a placement agency in the days of the Wagner-Peyser Act, its emphasis shifted continually, from placement, to a labor exchange, to manpower training, etc.—each in one way or another reflecting the needs of a constantly changing economy.

To carry out effectively the added and/or new functions and responsibilities that resulted in the changing emphases, additional funding, particularly for additional staff, would be necessary. If the U.S. Department of Labor indicated to Congress that without adequate increased funding the U.S. Employment Service and its affiliated State agencies could not provide the services that Congress expected, there is little evidence that such information was considered realistically in legislation proposed and enacted. In other words, legislation setting up operational and program increases and changes rarely provided adequate funds to enable the Employment Services to implement effectively congressional intent. Thus, one program after another was added to the workload of already overburdened dedicated staff, with the result that no programs could be carried out completely and effectively on a sustained basis.

"Programs" were allocated to the Employment Service, but staffing, space, equipment, etc., were tailored to available funds rather than the actual needs of the added or new programs.

Furthermore, the special interest group which was in the ascendency at a given time, received congressional attention and priority in action regardless of what this did to the Employment Service's ability to carry out its already ongoing and needed programs effectively.

As a result, the emphasis over the years was increasingly away from job placement and increasingly on manpower "services"—especially manpower training.

It is unfortunate that neither the top level governmental persons who were the policymakers, nor those who appropriated and dispensed the funds, nor those responsible for the performance of the responsibility of the Employment Service insisted upon a plan which would put the various programs and their operation into proper perspective. There has been no coordinated effort to achieve a balanced program for the total of necessary services—readying manpower for jobs, seeking opportunities for full-time and part-time employment of all categories of job seekers, and placing these job seekers with employers in the private, public, or community-service sectors of our society.

2. OTHER HANDICAPS

Additional factors added immeasurably to the difficulties of the U.S. Employment Service to carry out its responsibilities, namely:

The fact that although the State Employment Services were funded 100 percent by the Federal Government, they were State agencies and thus were not under the direct control of the U.S. Employment Service. Efforts to federalize this operation followed the close of World War II. These efforts failed. The administration in the field is under the control of the individual State governments. Policies for the operation of the State and local Employment Services are promulgated at the national level.

States, however, obviously exercise great discretion in the interpretation and implementation of the policies.

For many years, funds were allocated to the States, for the operation of their Employment Service programs on the basis of the number of placements made. No matter how much the National Office technicians might attempt to encourage and train local office staffs to provide quality service, it was in fact *quantity* service that was the guiding factor. Thus, the offices provided "services" to those whom it was easiest to place in jobs—regardless of the number needing more than mere placement service. "Counseling" interviews given to applicants—despite the efforts of the National Office technicians—were too often anything but quality service because quality service would cut into the "numbers" game. Obviously, long-time adherence to poor procedures become a part of a staff person's normal method of approach and attitude which could not normally be changed on an instant notice.

Frequent reorganization of the administrative structure of the National Office of the Employment Service, and similar reorganizational activity at the State and local levels, created an atmosphere that was not conducive to stability in any phase of the conduct of the Public Employment Service Program.

3. FAULT AT THE TOP

What, in effect, this says is that the weaknesses at the top permeate and hamper effective action. While some of the onus for failure to perform as effectively and responsively as desirable must fall on some of the staff at lower levels, the basic fault is at the top level.

There has been resistance on the part of many public and private nonprofit agencies to the use of the local offices as the vehicle for recruiting and referral of prospective workers, and particularly of older workers. There is some unwillingness to use this agency even now. Some of the resistance and dissatisfaction has been warranted. The National Council of Senior Citizens' staff, however, considered that the fault was *not entirely* with the local public employment office and its staff. Some local program sponsors had never used the public employment offices because of the reputation this governmental agency had acquired of failing to supply "satisfactory" referrals. Others indicated that they had had less than effective or timely assistance from the local offices.

The National Council staff which was responsible for developing the Senior AIDES operation took the position that *until* a sincere, intelligent effort was made by the local program sponsor to use the local offices of the public employment service and found these offices ineffective or dilatory, the requirement that all recruits must be screened and referred to the local sponsor must be followed. Recruitment of applicants for screening and referral could be carried out by a variety of agencies.

The history of the public employment service, going back to periods before 1950, shows a deep concern to provide effective service to the older person in search of employment. Its ability to carry out an effective program to that end has vacillated to the degree that the administration, the Secretary of Labor, and the Congress have "changed signals" during the course of the years. When these have

given evidence of interest and desire that this group of citizens be given specific attention, and when funds have been earmarked specifically to promote this interest, records show improvement and the approach of effective service. But history indicates that pressure to bring other categories of population to the center of interest periodically causes services to the elderly to diminish. Thus, the public employment service programs have in effect operated as a "yo-yo," going up and down as interest and funding have risen and dropped.

4. SUCCESSFUL STUDY

For example, in the middle 1950's, with growing pressure based on economic conditions, the Bureau of Employment Security undertook an intensive and objective study to determine the employment situation and needs of the 45-year-and-older person thrown out of employment. At the same time, it undertook an objective evaluation of the practices of the public employment service offices in assisting persons 45 years of age-and-over in their efforts to find employment. This phase of the study was intended to provide a basis for improving the effectiveness with which these offices can and should assist older workers in their search for jobs. Intensive experiments were undertaken to learn how this could be accomplished. The pilot study was made by the Minnesota Employment Security Agency, with the cooperation of the University of Minnesota, under the direction (and funded by) the Bureau of Employment Security.

This led to what became known as the "Seven City Study." It was intended that the time for "studies" would then be ended and a constructive program would follow. (See Chapter I.)

The results of the study were published. Based on this research, a plan of action was developed to improve and expand the services. Funds were made available to every State to "tool" up and put an intensive program into operation. Regional meetings to train personnel to be fully involved in providing the improved service were undertaken. The then Secretary of Labor Mitchell and the administration were committed to extend to the maximum the service which local employment office personnel would provide to this segment of the population.

However, the improvement in services was not followed up on a continuing basis. Other "priorities" for service and funding were loaded into the Department of Labor's Bureau of Employment Security. Pressure groups representing, for example, the handicapped and veterans, and then of disadvantaged youth, forcefully prodded the Congress into "categorical" actions.

Instead of setting and carrying out a program that took the employment needs of each "category" into consideration, and provided an equitable distribution of funds, staff and service to each, in relation to its needs, a single group would be emphasized, at the expense of the other groups.

5. SERVICES TO ELDERLY DECLINE

Consistent emphasis on serving older persons seeking employment has declined in recent years. Limited staff, limited funding, great priority to youth needs, and "generalist" services to those requiring

assistance from the local employment offices, have once again resulted in a lessening of effective operation and service to the elderly.

This should not be construed to mean that the limited number of dedicated individuals assigned to "older worker services" have not, in fact, attempted to provide the needed leadership. It does mean that without the support of positive congressional intent expressed in legislation and without support in funds and numbers of staff to do the necessary job, the services provided older persons, and particularly the impoverished elderly, have not been as intensive and effective as needed.

Most of these elderly, once they have exhausted their unemployment insurance benefits (requiring them to report to local offices as evidence of active search for jobs which they don't get) cease to visit the local offices. They are rarely called in for consideration for job openings. They consider trips to the local office a useless expenditure of their limited funds for transportation.

In addition, review of the ineffective assistance in job finding, particularly with reference to many establishments seeking workers, indicates several reasons for failure to receive referrals. Chief among these reasons is that, although now an age antidiscrimination law is in effect, employers continue to set unrealistic requirements (for education and experience) for their job openings. At the same time, too many local office personnel are interpreting possible eligibility for job openings on far too restrictive an interpretation of rules and regulations.

The insistence of the National Council of Senior Citizens, as the prime sponsor for the Senior AIDES program, on use of the public Employment Service has led to some very interesting developments. These developments have demonstrated that given intelligent and consistent interpretations of their needs by both the representatives of the prime sponsor and by local program directors, the local offices in *most* of the Senior AIDES demonstration areas did and are doing an outstanding job not only in recruiting but particularly in screening and referring applicants for the Senior AIDES job slots.

These developments indicate that:

1. Most of the local project directors would not want at this time to carry on their programs without the assistance of the local public employment offices.

2. Once having been convinced that the kind of persons needed to fill the job slots are available through various recruitment sources, including the local offices' active and inactive files, the offices have done an outstanding job of screening and referral.

3. Having become really familiar with the kinds of duties needed for nonprofessional jobs and for jobs to support professional staff, local employment office personnel are more realistically interpreting the possible competences of the impoverished elderly.

4. Having come to realize that there are jobs for which on-the-job training or close supervision and direction are needed, rather than long-term job training, the local employment office personnel are more realistic in evaluating the potential of the impoverished elderly.

5. Based on experience with Senior AIDES who work with some local employment office, management of these offices are becoming more and more aware of the fact that these impoverished elderly have real capacity to be of service, *in all* areas of the local public employment office.

6. With the growing understanding acquired first-hand by assisting in this demonstration program, local employment office personnel have much more confidence in trying to convince employers in the competitive labor market that it is to their advantage to try to use the impoverished elderly. Thus they open the door for more employment in the community.

7. Growing out of experience with the Senior AIDES, training programs have been developed with and for employers in some communities, utilizing the impoverished elderly to fill jobs on part and full time for which applicants with needed "skills" are in short supply.

6. IGNORING SUCCESSFUL EXPERIENCE

Another indication of the desire of the public employment service in the U.S. Department of Labor to provide maximum effective service to the elderly is the experimental and demonstration program initiated by the national office in 1967 when the Special Assistant for Older Workers was in a position to give leadership and guidance. Eleven cities scattered about the country were selected for this program. Funds were allocated to provide for setting up special units in local public employment offices and to provide for additional staff to give specialized service on a full-time basis to older applicants seeking employment.

In other words, the primary and sole responsibility of these units was to help older workers find suitable employment. This involved training the staff to give service and intensified job counseling; to work aggressively in community and employer relations to open up jobs, etc. In Chicago, for example, the National Office allocated 31 additional positions for this program. The results were so good that, in 1968, additional jobs were provided; Chicago was given five. By the end of the year, the program had proved so effective that the local offices in these 11 cities were told that the demonstration aspect was being eliminated and the activity was to become a regular part of the local office operation.

Now the question arises—does the administration and the department intend to discontinue a proven effective method of serving job seekers by removing the concept of categorical programing? The National Council of Senior Citizens suggests that the letter from Secretary of Labor Hodgson to Senator Yarborough, dated July 7, 1970, advising that the administration opposes providing funding and planning on a categorical concept is; (1) wasting the money spent in developing effective service; and, (2) putting the State and local offices in the position of trying to be all things to all men and ending up by providing ineffective service to the elderly whom the local offices should be serving.

It is human nature that when staff is confronted with tremendous workloads, those who require the least time and attention get service at the expense of others who need a greater amount of time-consuming assistance.

7. STAFF TRAINING PACKAGE PROGRAM

One more example of the interest of the public employment service staff who have in the past been responsible for attempting to provide leadership in improving services to the elderly, is the presently on-going program to develop a "staff training package" to be used in the Public Employment Service State and local offices. This is to train those who will serve the elderly (chiefly designated older worker specialists) to provide maximum service.

This developmental project is being carried on by the Minnesota Department of Manpower Services (formerly called the Minnesota Employment Security Department) as the prime contractor under a contract with the U.S. Department of Labor. Parts of the project have been subcontracted to the Minneapolis Rehabilitation Center and to the University of Minnesota. The work has been underway since 1969 and is to be completed by July 1, 1971.

There is every indication that this training package will be an excellent tool—developed with imagination and realism to meet the current social and economic situation in this country. The question arises—why the development of training material for use in a "categorical" employment program if programing and funding on a "categorical" basis is to be eliminated in a socalled generalist approach to the employment needs of the population?

The National Council of Senior Citizens suggests that failures on the part of the local public employment services must in large part be attributed to the vacillation of the U.S. Department of Labor and the Congress in maintaining adequate balance in funding and in supporting realistic priorities over the years. The Council urges that all in authority move to provide stability to the public employment service, which is an integral part of the U.S. Department of Labor. The Council is convinced that given stability and support, the public employment service can and will provide effective assistance to the impoverished elderly seeking employment.

It is the viewpoint of the National Council of Senior Citizens that use of local offices of the public employment service (Comprehensive Manpower Service, as it is now called) should be required as the *primary* source for the recruitment of older people for community senior service projects, and the *sole* source for screening and referral of applicants for job openings in community senior service employment.

To ensure that needed assistance will be provided, a "categorical" approach is required, and the following recommendations, in connection with State and local employment service operations, are in order:

1. That *every* State and local public employment service (or Manpower Services) office contain an "older worker" unit headed by a qualified and well trained "older worker specialist," and

staffed with an adequate number of subordinate older worker specialists, qualified and well trained—all of them dedicated to assist in meeting the needs of *all* elderly persons needing assistance in finding jobs, with special emphasis on the impoverished elderly; and

2. That the Congress specifically earmark the *minimum* amount of funds to be allocated to provide specialized employment service (including not only recruitment, screening and referral, but also counseling and job development);

3. That the U.S. Department of Labor and its affiliated State agencies; (a) provide an accounting of services rendered, with recommendations for continuing improvement of these services to the elderly; and, (b) that the Secretary of Labor report specifically on the manner, extent and continuing plans for services to the elderly in his annual report to the President and the Congress.

Appendix 5

SUGGESTIONS FOR IMPROVING REPORTING OF PRESENT COMMUNITY SENIOR SERVICE EMPLOYMENT PROGRAMS

In 1967, the Secretary of Labor designated a competent, qualified and committed person to be Special Assistant for Older Workers and gave him the responsibility and authority for developing plans and programs for the improverished elderly. When the Special Assistant was given the responsibility by the Assistant Secretary to implement the objectives of S. 276 legislation establishing a community service program for older persons, action followed.

The instructions implemented the commitment voiced earlier by the Secretary of Labor in testimony before the Subcommittee on Aging of the Senate Labor and Public Welfare Committee. The instructions were to give this task the highest priority, setting aside other priority activities until substantial progress was achieved.

The instructions included the following assignments:

1. Set up a joint committee of Labor; Department of Health, Education, and Welfare; and Office of Economic Opportunity to arrive at definitions and divisions of responsibility and allocations of funds.

2. Identify the amount of funds to be earmarked for the community senior service program, over and above funds expended for such purposes this year. This additional sum is to be not less than $9 million from all sources.

3. Identify the appropriate and feasible sources of such funds (with the advice of legal counsel) from appropriations for the Economic Opportunity Act, Older Americans Act, Manpower Development and Training Act, and for the administration of the Employment Service, including specifically the funds available for intensive older worker service.

4. Develop specific methods and organizational provisions by which the Bureau of Work Programs, the U.S. Employment Service, the Bureau of Apprenticeship and Training can promote, establish and support community service programs for persons of age 55 years-and-over, through national, State, local public and nonprofitmaking sponsors.

5. Develop methods and directives which will increase the numbers and proportions of trainees of age 45-and-over participating under the Manpower Development and Training Act.

6. Recommend the kind and frequency of data, to be incorporated in reporting systems now in existence or being developed, which will alert us to the need for further action to accomplish the goals set for older workers, and to keep Congress, the Secretary and others adequately informed on the status and effectiveness of the program.

Under the guidance of the Special Assistant, the first four items were effectuated. The actions that still needed to be taken at the time of the change in the administration included the establishment of standards, procedures, and forms for the review of projects and policy interpretations that would be relevant to a demonstration project. The Special Assistant had found that the Bureau of Work Programs' standards, procedures and forms for review and approval of work projects, as well as policy interpretations, were appropriate for an ongoing program. But they were and are ill adapted to launching, conducting and evaluating a demonstration project. To date, nothing significant has occurred with reference to the items 5 and 6.

Unable to secure guidance or assistance from the constantly changing Manpower Administration staff, each of the Demonstration Project Directors was forced to develop his own reporting procedures and evaluation plans and techniques. Having developed these, and having reviewed and cleared them with the responsible Manpower Administration personnel, the demonstrations proceeded and the gathering of data began.

IRRELEVANT REPORT FORMS

However, after a comparatively short period of time, instructions from the Manpower Administration required the Demonstration Project Directors to submit reports using forms that had been designed for use for the Neighborhood Youth Corps. Without a Special Assistant for Older Workers through whom to secure appropriate action, demonstration project staff attempted to secure such action through the regular Manpower Administration staff. Attention was called to the fact that the data required on the NYC forms, to a large extent, was not relevant, and that information vitally needed for evaluation of the demonstrations would not be provided. After long periods of discussion, the instructions were upheld with the advice that items on the NYC forms be adapted for reporting to the Manpower Administration, and that the demonstration project directors could require any additional reports they desired.

The end result, as far as the Senior AIDES project was concerned, was the decision that the only data the local sponsors would be asked to submit was that required by the Manpower Administration. To require these people to prepare several different reports was a time consuming activity which it was felt could not be asked of local staff with already heavy workloads.

Had there been specially designated staff responsible for coordinating USDOL activities for the elderly, undoubtedly a uniform reporting system that would produce meaningful, relevant data related to the several demonstration projects, would have resulted. Likewise, such staff undoubtedly would have developed a system for evaluating the several projects as they progressed.

Again, such staff would undoubtedly have helped resolve definitions and criteria for use in demonstration, which required agreement between the USDOL and OEO. Instead, to this date, questions concerning definitions and criteria are still pending 2 years or more after the projects became operative.

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